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ABSTRACT

During 1965-68, New York State participated in the Appalachian Regional Development Program, created under the Appalachian Regional Development Act of 1965 to improve the economic position of the 14 counties in the Southern Tier. In this 1968 document, factors which have impeded economic growth of the region are summarized; socioeconomic analysis of the region shows a declining growth rate in population along with growth rates in employment, income, and manufacturing below state levels; a study of educational levels attained points to a problem in education; and a survey of community facilities (housing, water and sewer systems, transportation, airports, and recreational facilities) serves as a partial basis for the developmental plan outlined. Reported objectives of the developmental plan are (1) completion of a regional transportation network; (2) acceleration of occupational, training, and retraining programs; (3) development of recreational and cultural activities; and (4) planning for development. Initial steps toward implementation of objectives 1, 2, and 4 are discussed; results of an occupational training survey by the state education department are considered; areas of potential economic growth in the region are examined; and a tabular summary of the state's Appalachian projects is presented. (PS)

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ABSTRACT
of the

N E W Y O R K S T A T E

A P P A L A C H I A N P R O G R A M

-- A DEVELOPMENT PLAN

Published by

STATE OF NEW YORK
Nelson A. Rockefeller, Governor

APPALACHIAN REGIONAL COMMISSION
Charles T. Lanigan
New York State Representative

OCTOBER 1968

"...public investments made in the Region under this Act shall be concentrated in areas where there is a significant potential for future growth, where the expected return on public dollars invested will be the greatest...."

PL 89-4, Section 2
The Appalachian Regional
Development Act of 1965

RC005794

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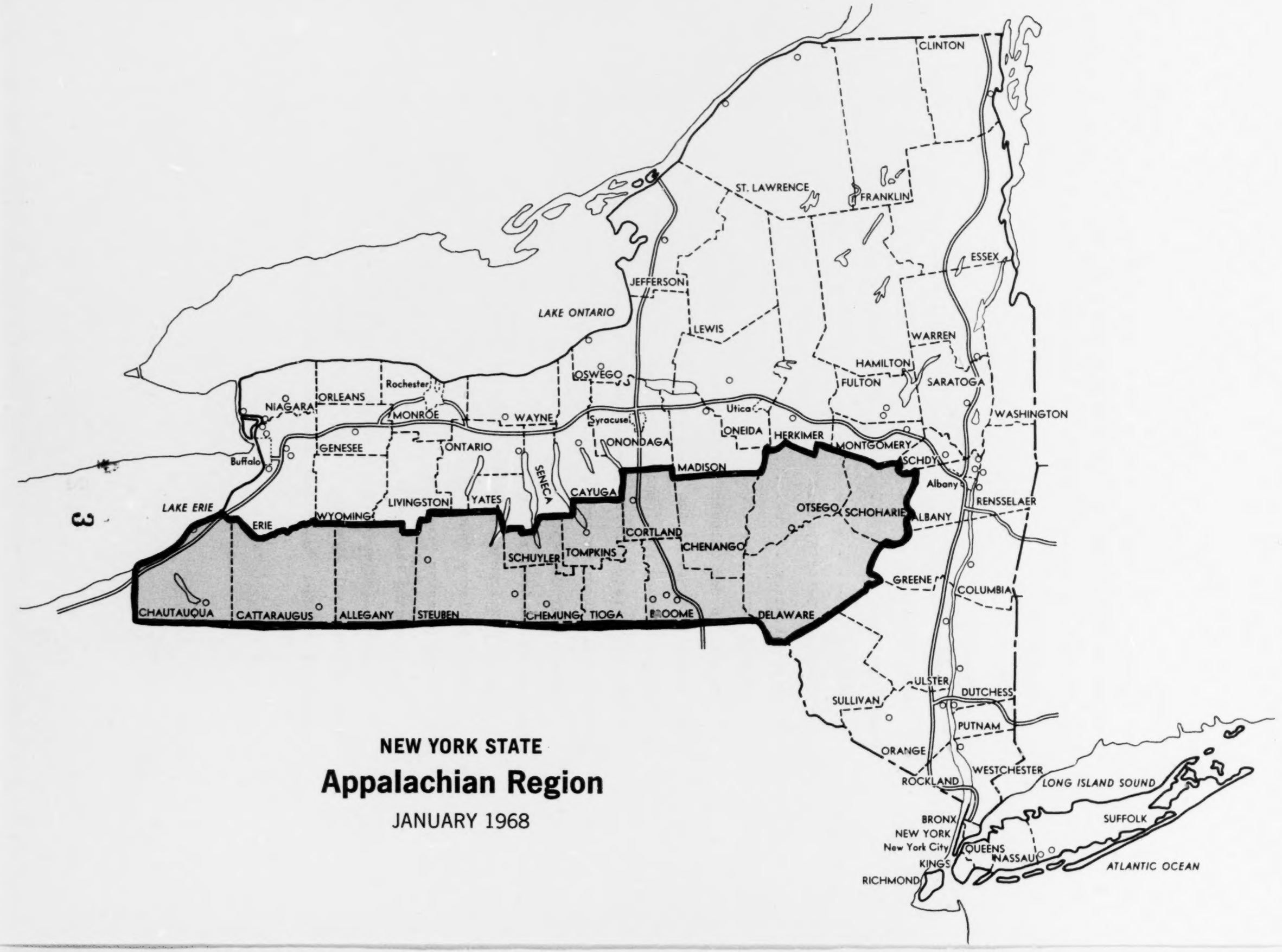


NEW YORK STATE

Appalachian Region

JANUARY 1968

Preface

The Office of Planning Coordination coordinates all Federal-State-local planning programs throughout New York State.

Administration of the Appalachian Program was transferred from the State Commerce Department to the OPC in July, 1967, and its director, Charles T. Lanigan, succeeded the State Commerce Commissioner as New York State Representative to the Appalachian Regional Commission.

While the Special Programs Unit of the Bureau of Planning Administration has had primary responsibility for this publication, other elements of the Office of Planning Coordination, the Bureau of Research in particular, have contributed generously to its preparation.

The purpose of this document is three-fold: to summarize the problems and conditions that retard the economic growth of the Appalachian Region of New York State; to describe the potentials and resources for a healthier economic life in this scenic and fertile area; and finally, to outline a development program by which this goal may be achieved with the assistance of Public Law 89-4, the Appalachian Regional Development Act of 1965.

The facts and figures presented are derived from available studies and reports. New studies detailing a broad spectrum of the Region's resources are underway. The results of these studies will be available in 1969.

Action towards solving the problems of the Region began with the inception of the Appalachian Program in New York State in August of 1965.

To date some fifty projects--vocational schools, sewage treatment facilities, highways, access roads and other facilities essential to the Region's economic progress--have been approved and funded under the Act.

Much, however, remains to be done.

The OPC would like to express its thanks to the Appalachian Regional Commission, its Co-Chairmen and staff, especially the Executive Director, Ralph R. Widner, for their cooperation in development of the program in New York State.

Thanks are also due to the Office of Occupational Education in the State Education Department and to the State Department of Transportation for their help in planning many of the development projects listed herein.

New York State and the Appalachian Regional Development Act

Stirred by the President's Appalachian Commission Report that this vast region of the Eastern United States, despite its abundant natural resources and potentials, had not shared in the Nation's prosperity, Congress passed the Appalachian Regional Development Act of 1965. For the more than 17 million people in the region, a region which extends through 13 states and covers 182,000 square miles, it was a "second chance" to catch up. The Act's "Statement of Purpose" summed up the things it hoped to accomplish in these words:

> "To assist the region in meeting its...problems, ...promote its economic development, and...establish joint Federal and State efforts toward providing the basic facilities essential to its growth...attacking its common problems...meeting its common needs on a coordinating and concerted regional basis. The public investments made...under this Act shall be concentrated in areas where there is a significant potential for...growth, and where the expected return on public dollars invested will be greatest. The State will be responsible for recommending local and State projects, within their borders.... As the region obtains the needed physical...facilities and develops its human resources, the Congress expects that the region will generate a diversified industry, and...be able to support itself, through the workings of a strengthened free enterprise economy."

Because a multi-county area of New York State shared not only geographical, but the economic and social characteristics of this region, it was included in the development program. The "New York" Amendment, made in compliance with Appalachian Regional Commission Resolution 17, and with Section 403 of the Act, directed that:

> "The Commission is hereby authorized and directed to study and consider, in consultation with the Governor of the State of New York or an appropriate official or officials designated by him, the inclusion of such counties...as are contiguous thereto in the Appalachian region...and if the Commission shall decide after such consultation, that these counties share the social and economic characteristics of the region, and that the inclusion of these counties would further the purposes of this Act... then the Commission is authorized and directed to invite the State of New York to participate...on an appropriate basis:...."

As a result of the joint study the 14 New York counties listed below were included:

Allegany	Chenango	Schuyler
Broome	Cortland	Steuben
Cattaraugus	Delaware	Tioga
Chautauqua	Otsego	Tompkins
Chemung	Schoharie (by amendment in Oct. 1967)	

These 14 New York counties form the well-known Southern Tier area of the State. Most lie in the Susquehanna, Delaware or Allegany River Basins.

Thus, the primary objective of the Appalachian Regional Development Program in New York State is to create an economically attractive environment which, in turn, will stimulate the development of private business and industry, and generate new opportunities for economic and social well-being for the people of this Region.

Economic History of New York State's Appalachian Region

New York State's Southern Tier counties participating in the Appalachian Regional Development Program have an unbalanced economy. On the one hand, the area as a whole has failed to keep pace with the Nation's growth since World War II. Yet many urban centers--e.g., Corning, Binghamton, Ithaca, Olean and other cities in the Region--have enjoyed economic growth and do not exhibit the problems that beset the Region as a whole.

Potentially, the area offers a number of advantages--location, natural resource base, and a labor force that can profitably produce a variety of manufactured goods for local, national and international consumption.

Not Historically Disadvantaged

The Region has not always had an unhealthy economic status. When the Atlantic Seaboard was the most densely populated portion of the United States, the wooded hills and watered valleys of the Allegheny Plateau and adjacent areas supplied raw materials and sustenance to the sprawling metropolitan areas along the Coast.

Soon, however, the cutting of vast timber stands, the plowing of hilltop acreage, and the extraction of local minerals depleted the raw materials of the Region. With no thought of sustaining future generations, the land, timber and soils were exploited, and resources which had taken thousands of years to develop were destroyed in a few short decades, seriously limiting the population supporting potential of the Region.

The era of inland water transportation in New York State also dealt the Region a severe blow. With a water level route from New York City to Buffalo established north of the Southern Tier, bulk commodities could be produced and transported at a lower rate than was possible by overland wagon routes. As a consequence, great development impetus was given to the flat agricultural land adjacent to these waterways. Cities grew, the population spread, and the area near the waterways developed more rapidly than the area to the south.

With the introduction of rail transportation, many areas of the Southern Tier could compete for both the agricultural market and the tourist dollar. An extensive rail network was established throughout the Southern Tier and soon the agricultural products of the Region were flowing to the urban areas of the northeast, while many residents of the urban centers "escaped" for summer vacations to the rural resorts of the Southern Tier.

Oil and Gas Deposits

Another basic resource which played an important role in the economic history of the area were the oil fields of southwestern New York and northwestern Pennsylvania. Oil and gas deposits in Allegany and Cattaraugus counties created a boom economy, and both heavy and light industry were established to service the oil fields. By the 1880's the fields were producing 6,500,000 barrels annually. But the era of wealth based on the extraction and refining of oil faded with the depletion of the resource and today the producing wells play only a minor part in the economy.

The City of Olean and many other communities whose economies suffered from the decline in oil extraction have begun

a recovery based on improved technology and transportation. Much remains to be done to revitalize the cultural environment if the area is to attract new and diversified industry.

Effect of the Railroads

Special attention must now be given to the changes in rail transportation that have taken place both in and outside the Region. Today, many of the rail lines which served the valley areas of the Southern Tier have been abandoned or dismantled. No longer do the passenger trains carry tourists to mountain retreats.

This has had a two-fold effect on the Region's economy. On one hand, the resort centers have suffered. Luxury hotels have fallen into disuse or are slowly being institutionalized or razed, as owners find them unprofitable. At the same time, rail service centers such as Hornell, Oneonta, Salamanca and Olean have witnessed a staggering decline in rail-oriented employment as rail yards, roundhouses, and repair shops have been phased out and maintenance activities moved elsewhere. Industrial diversification and expansion has picked up some of the resulting slack; on the whole, however, the decline of railroading in the Southern Tier has had a highly adverse effect on the Region's economy.

Waterway to the West

The pattern of settlement in the Appalachian Region of New York State reflects the past economy, topography and drainage pattern of the area. Some water transportation was possible, and the wide valleys also provided the easiest land transportation routes within and through the eroded plateau. Therefore, it was natural for the large urban centers of the Region to grow up at river confluences or at the junction of river valleys. Olean, for instance, profited from its ideal location at the headwaters of the Allegany River. It was a point of departure for the thousands of immigrants who settled the Ohio Valley and points west.

The agricultural nature of the area also played an important part in the settlement pattern of the Region--a pattern which still continues. Local shopping and marketing centers, about one day's wagon travel apart, appeared up and down the fertile valleys; and large centers, offering a greater variety of goods and services, appeared at the junction of main transportation routes. Farms were strung out between the centers. However, the gradual change in farm labor and acreage requirements soon disrupted the pattern of successful agricultural operation. Larger, economically efficient, mechanized farms tended to absorb small family farms whose occupants were forced to move to nearby urban centers for a livelihood.

Era of the Automobile

With the advent of motor transportation, hundreds of small communities, once essential to supplying the goods and services needed for a rural economy, were no longer necessary. This factor added to the further decline in the rural population. Today many in the labor force commute to work from the side valleys and small villages of the Region. Not suprisingly, these people are reluctant to leave a quiet rural dwelling for the annoyances of urban life; commuting to a place of employment is now a way of life for thousands who work in the manufacturing and service facilities of the Southern Tier.

Summary

Many of the problems which today harass and impede the economic growth of New York's Appalachian Region are a result of historical development patterns transcending the boundaries of the Region.

Factors which have impeded the economic growth of the Region include changes in population patterns, decreased manpower requirements for rural economic activities, changes in the wants and needs in terms of material wealth and recreation, technological changes, development of new modes of transportation, increased cost of supplying public services, decreased demand for unskilled labor, development of new and more productive agricultural areas and replacement of the market for manufactured by-products once produced in the Region.

These problems have been compounded, however, by the careless harvesting of natural resources, the encroachment of farming upon areas that should have remained in forests, the misuse and underdevelopment of water and recreational resources, the rundown appearance presented by once thriving urban centers, and the degraded condition of industrial land adjacent to urban centers (usually the most desirable in terms of services and utilities). These factors have all contributed to the area's decreased economic activity and depressed standard of living. As a result, the resource base of the Region has been badly damaged, and the countenance presented by the Region discourages capital investment and economic growth.

Yet the region has great potential. It is, by nature, an attractive area. With a well-planned economic development program to rebuild natural resources, a modern highway system, an expanded educational system, the construction of selected public works projects, creation of a variety of recreational and cultural activities, and a program to attract private industry--the economy of the State's Appalachian Region should grow at a rate that will meet the needs of the population. A close working partnership of local, state and federal agencies under the Appalachian Regional Development Program can be a significant step toward achievement of this objective.

Socio-Economic Analysis of New York State's Appalachian Region

Summary

As the "Study of the Resources" in the New York State Appalachian Region progresses through the inventory stage and into the analytical phase, a more complete understanding of the economy of the Region will be achieved.

However, our purpose here is to review the basic social and economic character of the Region and to survey the trends which contribute to current conditions. Basic factors shown by the analysis may be summarized as follows:

- The decline in the Region's annual population growth rates between 1940-1950 and 1950-1960 has continued through 1967.

- Employment grew by only 5.9 percent in the decade of the fifties, just over one-half the State rate.

- Per capita income in the Region was considerably lower than the State as a whole, ranging from a high of 83 percent of the State average (Broome County) to a low of 55 percent of the State figure (Schoharie County).

- While the median years of education completed stood close to the State average, over 62 percent of males over twenty-five years of age did not have a high school education.

- Agricultural employment declined 35.2 percent from 1950 to 1960.

- Median family income in the Region, excepting Broome County, varied from a high of $6,233 to a low of $4,592. Only Broome County with $6,409 exceeded the State median of $6,371.

- Median individual income ranged from $2,042 to $782. Only Broome County exceeded the State median of $2,030.

- There were only 241 water systems and 44 sewer systems serving the 468 cities, towns and incorporated villages in the Region.

- New capital expenditures in the Region increased by 3.2% between 1958 and 1963 -- only one-fifth of the State rate.

- Value added by manufacturing showed a lag in growth rate, 14.4% for the Region as compared with 23.1% for the State as a whole.

- Whereas in the State as a whole some 646,336 housing units, or 11.4%, were classified as deteriorating, there were 53,376 such units (16.1%) in the Appalachian counties. The percent dilapidated in the counties ranged from a low of 6.1% in Allegany to a high of 7.5% in Schoharie.

POPULATION

The Appalachian Region of New York State, according to New York State Health Department estimates, had a population of 1,045,703 in 1967. The average annual growth rate between 1960 and 1967 for the Region was only 0.66%, down from the 0.9% growth rate of the fifties.

The Region's position relative to the State can be seen when its annual growth rate (0.66%) is compared to the State's rate of 1.07%. Only two of the fourteen counties in the Region have annual growth rates that exceed the State rate; four of the counties have negative rates of growth; and six others grew at less than half the State rate.

The divergence in growth rates between the Region and the State is expected to continue until the end of the decade. This decline in regional growth rate is expected to end during the seventies, according to the projections of the New York State Office of Planning Coordination.

The Region has a relatively large percentage of both the young and the aged, with a low percentage of the population in the working age groups. This adverse age distribution, which causes problems in education, social services, and economic development, is due to the high out-migration of high school and college graduates.

Urban-Rural Characteristics

The Appalachian Region is one of the more rural areas of New York State. In 1950 only 14.5% of the State's population was in rural areas, compared to 51.3% for the Region. In 1960, while the State maintained its ratio of urban to rural, the Region had a continued increase in its rural population. In 1960, only half of the Region's population was classified by the Census Bureau as urban, compared to 85% for the State. Even more revealing, the urban population grew by less than 6% during the decade of the fifties, while the rural non-farm population increased by about 37%. The decline in farm population was about equal to the increase in non-farm population. The slow rate of population growth, relative to the State, is explainable by net out-migration. This out-migration can be attributed to the Region's inability to generate sufficient employment opportunities. Continuing out-migration in the prime working age groups has resulted in an unbalanced age distribution and an unfavorable set of economic factors.

The Appalachian Region has a slightly higher male to female ratio than the State, which is probably due to differences in the urban-rural and white-nonwhite distributions of the population. The percent of non-whites in the Region is only 1.1% of the population compared to 8.9% for the State. The difference derives from the large number of non-whites in New York City and the relatively low percentage of urban population in the Region. Forty-five percent of the Region's 11,000 non-whites live in three counties: Tompkins, Chemung and Cattaraugus.

Migration Pattern

The net natural increase in population in the Region during the decade of the fifties, was 117,627. However, the Region's population actually increased by only 82,574 because of a net out-migration of over 35,000 people. The net migration rate for the period was -3.8%.

New York State Appalachian Region

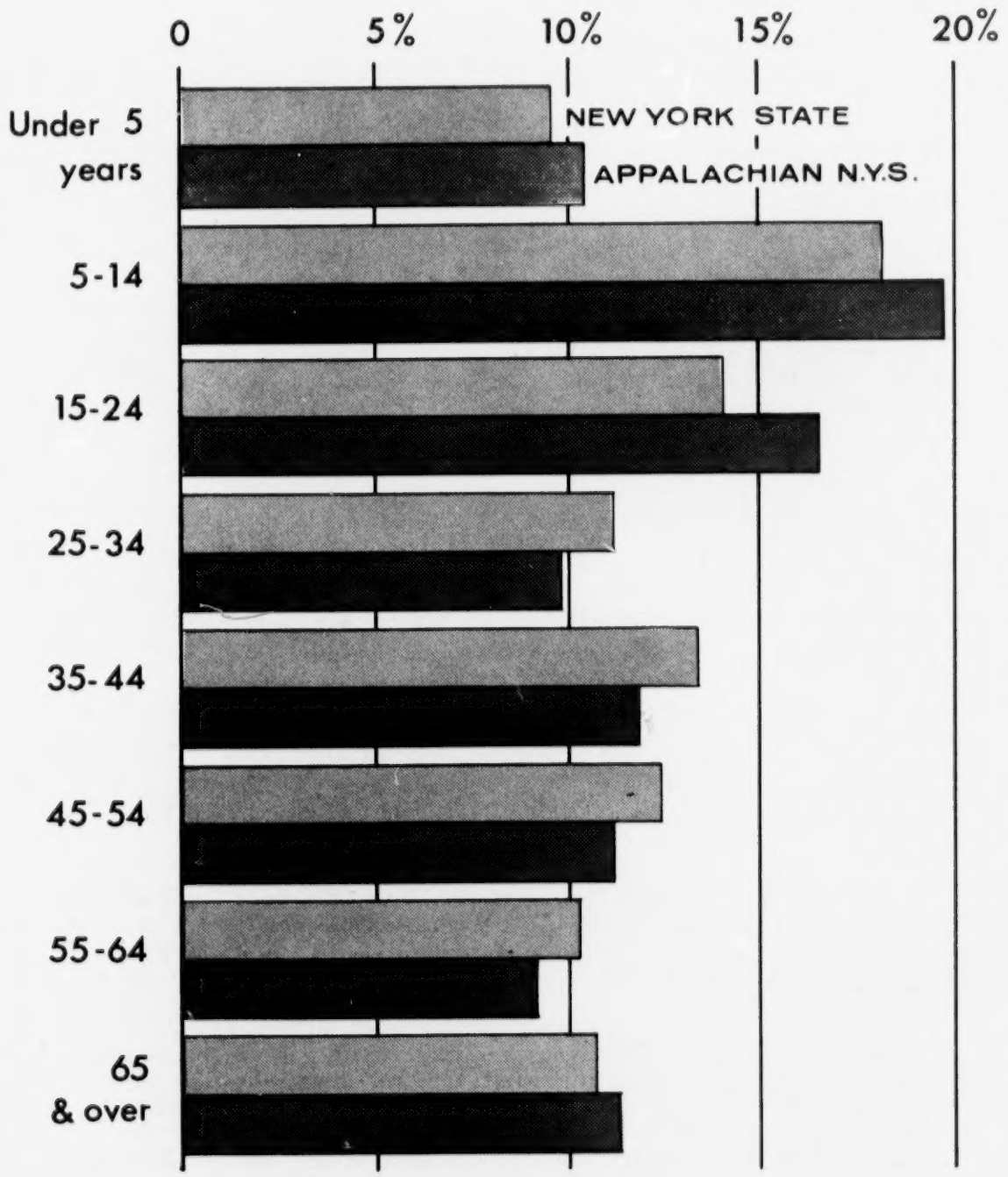
SELECTED CHARACTERISTICS OF THE POPULATION: 1960

AREA	MALE			FEMALE		
	TOTAL	WHITE	NON-WHITE	TOTAL	WHITE	NON-WHITE
NEW YORK STATE	8,123,239	7,421,364	701,875	8,659,065	7,865,707	793,358
APPALACHIA	491,971	486,074	5,897	508,093	503,014	5,079
SOUTHERN TIER WEST SUB-REGION	236,498	232,776	3,722	244,485	241,424	3,061
Allegany	21,707	21,613	94	22,271	22,204	67
Cattaraugus	39,857	39,072	785	40,330	39,530	800
Chautauqua	70,779	70,042	737	74,598	73,864	734
Chemung	47,973	46,393	580	50,733	49,676	1,057
Schuyler	7,544	7,489	55	7,500	7,445	55
Steuben	48,638	48,167	471	49,053	48,705	348
SOUTHERN TIER EAST SUB-REGION	255,473	253,298	2,175	263,608	261,590	2,018
Delaware	21,824	21,715	109	21,716	21,626	90
Otsego	24,860	24,755	105	27,082	26,985	97
Schoharie	11,297	11,250	47	11,319	11,277	42
Broome	103,493	102,730	763	109,168	108,444	724
Chenango	21,245	21,124	121	21,998	21,881	117
Cortland	19,721	19,675	46	21,392	21,347	45
Tioga	18,763	18,650	113	19,039	18,938	101
Tompkins	34,270	33,399	871	31,894	31,092	802

SOURCE: U. S. Census of Population 1960

Population age distribution

NEW YORK STATE & APPALACHIAN REGION OF N.Y.S.



The Southern Tier West sub-region had a considerably higher out-migration rate (-5.6) than the Southern Tier East sub-region (-2.1), but both regions are in a relatively weak position compared to the State, which experienced net in-migration rate of +1.4.

Data obtained from the staff of the Appalachian Regional Commission shows that the heaviest net out-migration was experienced by the primary working age groups, and was slightly higher for males than for females.

Although this trend will require further analysis, the data suggests that the out-migration is due to a lack of employment opportunities.

Estimates for the period 1960-65 indicate that this out-migration has continued. The net migration rate is estimated at -2.3 and -1.2* for the Southern Tier West and Southern Tier East sub-regions, respectively. This indicates a relative improvement in the Western sub-region's migration pattern, and a continued increase of out-migration in the Eastern sub-region.

EDUCATION

A comparison of the education of persons 25 years and older between the State and New York's Appalachian Region shows that in the entire State 34.8% completed up to eight years as compared to 34.4% in the Region. In the State, 44.9% completed up to four years of high school as compared to 41.7% in the Region, and 16.9% in the State had one or more years of college compared to 16.2% in the Region.

Within the Region, the Western sub-region shows some noticeable differences. The percentages completing up to eight years (34.9%) are close to the State figures, (34.8%), but the figure for those completing up to four years of high school are 35.6% compared to 44.9% for the State. The percentages for college attendance are 15% compared to 16.9% for the State.

The Eastern sub-region shows the strong influence of the colleges located within it: 33.9% completed up to eight years, while 47.4% completed up to four years of high school and 17.4% completed one or more years of college. The last two figures run slightly higher than State averages of 44.9% and 16.2%.

Most of the county figures run very close to the State figures. The median years of school completed for the State is 10.6, with 3.27% having no schooling, 18.4% completing elementary school, 20.2% completing high school, and 11.6% completing college.

The counties do show some differences, with Schoharie being low with only 9.1 years of school completed, 27.1% completing elementary school, but only 17.7% completing high school and 5.5% completing college. The high county is Tompkins with 12.3 years of school completed and 27.09% completing college. The figures are accounted for by the location of Cornell University and Ithaca College in Tompkins County.

*Note--Five year rates may be doubled to be compared to 10 year rates.

Median number of years of education completed by males in the Appalachian counties, with the exception of Tompkins (12.3) and Schoharie (9.1), is close to the State figure of 10.6. While this seems to indicate that education is not a regional problem, the reverse is true. More than 166,000 males (62% of those over twenty-five) do not have a high school education. This points up the fact that a large portion of the work force could benefit from additional education, and that in many cases, such training must be part of an occupational preparation program.

EMPLOYMENT

The growth of employment in the Appalachian Region of New York State (5.9%) for the decade of the fifties was substantially below the State rate of 11%. This is particularly acute in the Western sub-region where job opportunities increased only 2.4% while population increased 7.0%. The Eastern sub-region did considerably better with an increase in employment of 9.2% which was still below the comparable State figure (11%) and the population growth rate (10.9%) of the sub-region during the fifties.

All counties within the Region experienced an absolute decline in agricultural employment between 1950 and 1960. The Region experienced a 35.2% decline in agricultural employment, compared to a 32.2% decline in the State.

PERCENTAGE CHANGE IN EMPLOYMENT BY MAJOR SECTION, 1950 - 1960

AREA	TOTAL EMPLOYED	AGRICULTURE	NON-AGRICULTURE
NEW YORK STATE	11.0	-32.2	11.2
APPALACHIA	5.9	-35.2	11.2
Western Region	2.4	-37.5	10.8
Eastern Region	9.2	-33.4	11.6

Agriculture employed 7.8% of the Regional work force in 1960, compared to only 1.8% for the State. Farm employment within the region varies from 1.7% of total employment in Broome County and 2.2% in Chemung to over 22% in Schoharie and Delaware counties.

The work force of the Region declined, increasing by only 0.2% from 1962-1965, compared to the State rate of 1.7% for the period. This relatively slow growth in employment opportunities is the area's most serious problem.

The experienced work force, excluding agricultural, in the Appalachian Region of New York State is 362,602. Of the total 47,750 people or 13.2% are professional, technical and kindred workers. This compares to 12.1% for the State. The higher percentage can be attributed in large degree to Tompkins County where 23.6% of the work force are professionals.

There are 26,981 people or 7.44% engaged as managers, officials and proprietors in the Region as compared to 10.1% for the State. Some of the difference can be accounted for by the large number of managers in the New York City Standard Metropolitan Statistical Area.

In the clerical field there are some 49,059 people or 13.5% engaged as compared to 17.9% for the whole State. Again some of the difference can be accounted for by the large concentration of clerical personnel in New York City; however, new light industry is creating a demand for clerical help of all kinds.

Sales and services account for some 58,134 or 16% of the jobs in Appalachia New York as compared to the State percentage of 16.5.

Craftsman, foreman and kindred workers make up 53,297 or 14.7% of the jobs as compared to 12.5% for the State.

Operatives and kindred workers make up the largest single group of employed. They account for 85,491 or 23.6% of the jobs as compared to the State figure of 18.8%.

The remaining job classifications of private household workers, laborers and those not reporting number some 41,894 or 11.6% as compared to 12.1% for the State.

There are relatively few semi-professional and clerical employees in the Region, and a concentration of semi-skilled and unskilled workers. This occupational imbalance can be alleviated only by the coordinated vocational educational program outlined in this Development Plan.

INCOME

Per capita income in the Appalachian Region of New York State is considerably lower than the State average. The per capita income in the Region ranged from a low of 55% of the State rate in Schoharie County to a high of only 83% of the State rate in Broome County.

For New York State the per capita income was $3,278 in 1965, while in the Appalachian Region of New York, the highest per capita income (Broome County), was $2,732. Schoharie County with a per capita income of $1,843 is the lowest in the Region. Other figures show Allegany County with $2,127, Schuyler with $2,110, Delaware with $2,065.

Income levels of families and unrelated individuals also reveal large disparities between the Region and the State. Only one county, Broome, had relatively fewer families earning under $4,000 per year than the State -- 19.1% compared to 21.4%. In contrast, the percent of families (below $4,000 per year) in the Appalachian counties ranges to a high of 41.5% in Schoharie County.

Median family income in Appalachia New York varied from a high in Broome County ($6,409) and Tompkins County ($6,233) to lows of $4,592 in Schoharie County and $4,828 in Allegany County. Broome County exceeds the State median ($6,371).

Median income for unrelated individuals varied from a high in Broome County of $2,042 to a low of $782 in Allegany County and $859 in Schoharie Conuty. Four other counties fell below the $1,000 mark and only Broome County exceeded the State median ($2,030).

The Region has a relatively high percentage of families with incomes under $6,000, and relatively few with incomes over $8,000.

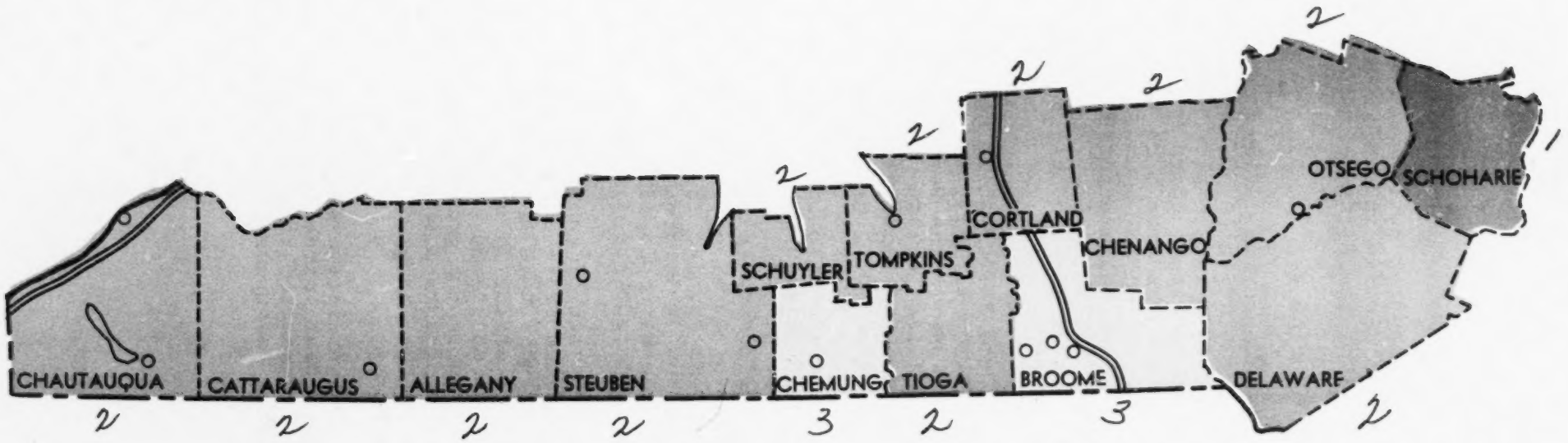
1 Under $2,000

2 $2,000-$2,500

3 Over $2500

NEW YORK STATE APPALACHIAN REGION

Per Capita Personal Income, 1965*



Source: N. Y. S. Department of Commerce
*State Average—$3278

The percent distribution varies widely from county to county. In Broome County, the percentage (6.0%) under $2,000 income is below the State percentage of 7.7. Tompkins County (7.7%) is exactly the same as the State. Schoharie County, on the other hand has 17.3% below $2,000. Other county figures show Allegany 14.5%, Delaware 14.4%, and Otsego 14.3% below $2,000.

As measured by income trends, then, the Appalachian Region is clearly in a disadvantaged position relative to the rest of the State.

MANUFACTURING

Manufacturing in New York State, as indicated by new capital expenditures and value added, has grown steadily over the last ten years. While manufacturing has also grown in the Appalachian Region of New York State, the rate of increase has been much smaller.

New capital expenditures in the Region increased by 3.2% between 1958 and 1963. This was only one-fifth of the State rate. Value added by manufacture also lagged, with a growth rate of 14.4% while the State figure increased by 23.1%.

In the State, while new capital expenditures grew from $676 million in 1958, and to $783 million in 1963 (15.7%), the increase in the Region went from $54 million in 1958, to $55.6 million in 1963. The value added figures confirm the slower rate of industrial growth in Appalachia. In the State, value added by manufacturing increased from almost $16 billion in 1958 to $19.5 billion or 23.1% in 1963, while the value added in the Appalachian Region of New York State increased only 14.4%.

Employment in manufacturing accounts for some 1.9 million or 28.6% of the non-agricultural jobs in New York State. In Appalachia, manufacturing accounts for some 123,000 or 34.1% of the non-agricultural jobs. Some 67% of the total employed by manufacturing in the State are production workers, as compared to 69% in Appalachia.

The size of manufacturing firms shows some variations between the State and the Region. Smaller firms predominate both in the State and Appalachia. In the State, 32,024 firms or 68.1% employ 19 or less persons. This compares to an Appalachian figure of 64.1%. Appalachia differs most with the State in the greater predominance of larger firms employing 100 or more persons. In the State, there are 2,994 or 6.4% of the larger firms, as compared to 216 or 14.5% for the Region.

This relative dependency on larger firms is a factor of potential instability in the regional economic system and will be examined in the industrial resources section of the Regional Resources Studies now under way.

Community Facilities

The level of development of an area's community facilities is often indicative of its growth potential. Through a program of public investment, a region can equip itself with the basic frame-work necessary to attract private investment which will, in turn, generate a cycle of increased economic growth.

Most of the public investment under the Appalachian program thus far has been aimed at expanding some of these necessary services. Major emphasis has been given to projects in the fields of highway transportation and occupational education as well as selected investments in hospitals, sewage treatment plants, airports and recreational facilities. The following is a brief summary of the facilities now serving communities in the Appalachian Region of New York. It is intended that this preliminary analysis will identify existing gaps in basic facilities and serve as a guide to the needs of the Region.

HOUSING

Census classification of housing is done by number of households and population per household. A household includes all of the persons who occupy a house, an apartment or other groups of rooms, or a single room which constitutes a housing unit. A group of rooms or a single room is regarded as a housing unit when it is occupied or intended for occupancy as separate living quarters; that is, when the actual or intended occupants do not live and eat with any other persons in the structure.

There are some people who are not classified as members of a household, such as persons living in group quarters, institutional inmates or groups containing five or more persons unrelated to the person in charge, whose quarters are not divided into housing units. Persons in dormitories, fraternity or sorority house, hospital, boarding houses, barracks, and monasteries would be classified as living in group quarters, rather than in households.

Housing in the Appalachian Region of New York State has definite characteristics. The number of households between 1950-1960 increased from 266,722 to 296,280, or 11.1%, compared to a Statewide increase of 21.2%. The population increase for the Region was 9.0%, compared to 13.2% for the State. The large difference between the State and the Region in the number of households started, may be accounted for by extensive out-migration of the younger age groups from the Region.

The population per household runs slightly higher for Appalachia than the State, with 3.11 persons per household in the State, compared to 3.38 for the Region.

For those persons living in group quarters, the State total of 465,527, or 2.8%, compares to the Appalachian total of 33,424, or 3.3%.

Condition of Housing

It might be well to explain the terms used in classifying the condition of a structure. Three broad categories are used--sound, deteriorating and dilapidated. Sound housing units are defined as those which have no defects or only slight defects which normally can be corrected during regular maintenance. Some examples of slight defects are need of paint, slight damage to porch or steps, or a cracked window.

Deteriorating housing needs more repair than would be provided by regular maintenance. Such housing has one or more defects that must be corrected if the unit is to continue as a safe and adequate shelter. Some examples of such defects are holes, open cracks over the foundation or several broken or missing window panes.

In New York State there are some 5,694,549 housing units of which 4,878,348 or 85.7% are sound. This compares to a total of 330,491 units in Appalachian New York of which 263,895 units or 79.8% are sound.

There are 646,336 units or 11.4% in a deteriorating condition in the State, compared to 53,376 units or 16.1% deteriorating in Appalachia.

The widest differential in classification occurs in those housing units declared dilapidated. In the State, there are 169,870 units or 2.98% whereas in Appalachia, there are 14,220 units or 4.3% classified as dilapidated. Schoharie County at 7.5%, Tioga County at 6.9%, Schuyler County at 6.6% and Allegany County at 6.1% more than double the State percentage of 2.98.

Dilapidated housing does not provide safe and adequate shelter. Its condition endangers the health, or well-being of the occupants. Such housing has one or more critical defects, or has a combination of deteriorating defects in sufficient number or extent to require considerable repair, or rebuilding. Some examples of dilapidated defects are holes, open cracks or missing material over a large area of the foundation or extensive damage by storm, fire, or flood. The defects are either so critical or so wide-spread that the structure should be extensively repaired, rebuilt or torn down.

WATER AND SEWER SYSTEMS

A survey of public facilities by the Brunswick Corporation found that there are 241 water systems serving the 12 cities and 177 incorporated villages in the Appalachian Region of New York State. Of the 241 systems, only 113 are treated and 52 need some type of improvement ranging from treatment to better pumping facilities. In addition, the survey disclosed that there were only 44 sewer systems to serve the people residing in the Region's urban areas.

SEWER AND WATER FACILITIES - SUMMARY TABLE

	Water Systems	Sewerage Systems
APPALACHIA	241	44
Western Region	114	25
Eastern Region	127	19

Source: Brunswick Corp. Study of Appalachian Resources 1966.

At the present time the State Office of Planning Coordination is conducting a resource study to better determine the needed facilities of the Appalachian Region. Other State agencies are developing programs to aid the Region. The State Pure Waters Program will assist local communities in upgrading their water and sewer facilities. The New York State Health Department has issued pollution abatement orders which will force many communities and industries to move ahead towards providing adequate sanitary facilities.

TRANSPORTATION

Basic to a program of economic development is a high-speed controlled access highway network to provide for the movement of goods, raw materials, labor, services and tourists.

Major east-west transportation routes have by-passed the Southern Tier. Regional development program emphasis is being given, therefore, to an improved highway network. The highways proposed as a regional network are discussed in another section of this Development Plan.

AIRPORT FACILITIES

During 1967, Management and Economics Research, Inc., completed for the Appalachian Regional Commission a detailed analysis of the commercial and general aviation needs of the area. The objectives of the study were (1) to establish guidelines and (2) to formulate a comprehensive airport plan for the Appalachian Region.

Nine of the fourteen growth areas designated in the New York State Development Plan are without adequate air transportation facilities. The growth areas not served include Ashford Nuclear, Chenango Valley, Cobleskill-Schoharie, Cohocton-Hammondsport, Dunkirk-Lake Erie, Hornell-Alfred, Susquehanna Valley, Watkins Glen-Montour Falls and Wellsville.

The number of flights generated by existing commercial airports are extremely limited and making connections to the urban centers is difficult. There are only two airlines servicing the Region--Mohawk and Allegany--with Mohawk providing most of the scheduled flights.

RECREATIONAL AND CULTURAL FACILITIES

Development of the Region's recreational and cultural facilities will have, in addition to the benefits occuring to the residents themselves, a three-fold effect on the economy: (1) the direct impact of the recreation expenditures of visitors to the area; (2) the indirect or "multiplier" impact as the spending circulates and recirculates; and (3) the effects of improving the industry-attracting potential of the area by providing leisure time activities for company employees and executives.

With shorter work weeks and more money to spend, the availability of recreational facilities is one of the important factors in the Region's program of economic development.

The area provides abundant natural recreational resource potential. Inland valleys, wooded hillsides as well as numerous rivers and streams offer many sites for varied vacation-time activities. Municipalities in the Region are accelerating their efforts to provide a wide range of cultural leisure time activities. Such notable efforts as those being undertaken by the Roberson Memorial Center in Binghamton, the music theater at Corning, and famous Chautauqua Institution, near Jamestown, as well as the proposed cultural complex at Ithaca, point up by their uniqueness the need for greater development of cultural programs throughout the entire region.

The following summary outlines the recreational needs of each sub-region:

The Eastern Sub-Region

Covered by rolling to steep glacial topography except for the flat river valleys, the Region was once extensively farmed, but now most of the upper farms have been abandoned to nature, with farmhouses used as summer homes or bought by the State as acreage for reforestation.

Tourism and outdoor recreation are economically important in the sub-region because of its great natural beauty. The "Museum Village" of Cooperstown, with its Baseball Hall of Fame, is a national tourist attraction. Delaware County, a good part of which is in the State Forest Preserve, offers outdoor recreation. But the close proximity of major metropolitan areas of the Eastern Seaboard is resulting in additional pressure on the open areas of this sub-region.

Public and private investment has resulted in the development of some recreational and cultural facilities; however, the area's full potential is yet to be tapped. Excepting the Binghamton Standard Metropolitan Statistical Area, the area lacks public recreational facilities such as golf courses, swimming pools and tennis courts. Five of the eight counties in this sub-region do not have State Parks.

The area has few cultural centers, and the need for the construction of such centers to serve two or more growth areas of the sub-region is evident.

The Western Sub-Region

The Western sub-region is primarily a glacially eroded plateau, with watered valleys and forested uplands. Declining operations in the extractive industries and in agriculture are resulting in new lands becoming available for public and private recreational uses.

The topography of the sub-region lends itself to nature-related recreational activities, such as hunting, fishing, camping and skiing. Much of the development, both public and private, which has taken place to date falls in this category. The area possesses some outstanding State Parks, one of which, Allegany, is the largest in the park system.

Private investment has provided several ski sites and numerous hunting and fishing preserves. The completion of the Kinzua Dam in Pennsylvania and a dam in the Quaker Valley section of Allegany State Park will provide some greatly needed water resources. There is a shortage of facilities in all other types of recreation throughout the sub-region.

Cultural facilities in the Western sub-region are minimal. Only the Chautauqua Institution with its program of lectures, music, plays; the Corning Community Center and the State Universities provide any major cultural activity for the area. At the present time, increasing pollution of Chautauqua Lake is a threat to the Institution, and one of the sub-region's major recreational water resources.

The State of New York has recently completed a comprehensive outdoor recreation report as a first step in implementing the Land and Water Conservation Act in the State. The State plan lists existing facilities and identifies a variety of facilities that will be constructed to supplement existing recreation areas.

Utilizing the State plan, along with available Federal and State recreation development programs, an attempt will be made to close the recreation facilities gap documented in the Department of Interior's recreation demand report.

To date, Appalchian investment in recreation has been confined to the Cayuga Lake Park complex. The development, in addition to providing cultural and recreational programs, will preserve for public use the last remaining open area on the 40-mile-long lake. However, as proposed projects come to the attention of the New York State Office for Appalachia, they will be analyzed in terms of their possible role in a program of economic development. If the project has developmental significance, it will be considered for Appalachian funding.

Goals and Objectives of the Development Plan

The program to be developed and implemented by the New York State Office of Planning Coordination will attempt to identify the problems of the Region and provide an economic program that will bring about a higher standard of living. This will be accomplished by a systematic development effort designed to provide the 14-county Region with the locational factors conducive to the attraction of private enterprise.

The goal of the program will be to provide a diversified economic base which will, in turn, allow the people throughout the Region to share in the prosperity generated by the advanced technology of the United States. This state of economic and physical well-being can be measured by:

1) types and duration of employment.
2) employment opportunities.
3) income.
4) educational attainment levels.
5) the level of savings and investments, both individual and corporate.
6) housing and other environmental conditions.
7) the health of the people.
8) the level of consumption of goods and services.
9) the use that is made of recreational and cultural facilities.

The status of each of these program areas is discussed initially in the economic base portion of the development plan, and projects are being formulated to improve the Region's economic environment.

Initial Objectives

Of the major program areas needing attention in the Appalachian Region of New York State, four appear to demand immediate attention.

I. Completion, as soon as possible, of a regional transportation network.

By increased accessibility, the area's competitive position will be greatly strenghtened by:

a) Expanding the potential market of area firms.
b) Lowering the cost of importing raw materials and semi-finished products into the area.
c) Developing the area as a major route between the Midwest and the Eastern Seaboard.
d) Provide a network of highways to bring about labor mobility within the Region.

II. Acceleration of broad occupational, training and retraining programs.

The trend from rural to urban, and the general out-migration of primary working age groups from the area (See Graph on page 20) has created hardship in the past. However, by helping to construct area occupational education and college facilities, the area will be able to offer industry the skilled work force required. This will encourage private investment in plant and equipment within the area, and the creation of new jobs will reduce the out-migration trend.

In addition, one of the locational factors sought by people who have the responsibility of establishing manufacturing plants and other forms of economic activity in the area is the accessibility of educational facilities for continued study.

III. Development of recreational and cultural activities.

The development of an area's recreational and cultural facilities has a two-fold effect on the economy. It not only provides a basis for attracting tourists, but will also improve the industry-attracting potential of the community by providing leisure time activities for company employees and executives.

IV. Planning for development.

In order that local needs and desires be reflected in any regional development effort, procedures should be established to allow local leaders to participate in the formation and implementation of the plan. Regional Planning Boards, Appalachian Advisory Councils and ad hoc technical committees will provide effective instruments of local participation.

The Advisory Councils are being formed to review and comment on the research being pursued by the Appalachian Regional Commission; at the same time, information sessions on the role of planning, both local and regional, are being held with interested organizations.

These, of course, are region-wide development programs. In addition, there are a multitude of local problems each of which must be analyzed on the basis of its contribution to the development of a single growth center. Therefore, other projects outside of the broad program areas delineated above will be considered for Appalachian funding where it is demonstrated that an investment will solve a major problem impeding continued economic growth. Examples of such projects would be sewage treatment facilities, selected health projects, airports, and other investments.

Appalachian Highway Development Corridors

28/29

As an initial program to develop the entire Appalachian Region, major emphasis is being given to a network of high-speed controlled access highways to provide for the movement of goods, raw materials, labor, services and tourists. Technological advances in highway construction have now made it possible to build the net work despite the topographical impediments of the Region.

Due to the locational advantages offered by New York's 14 Appalachian counties, a strong basis for development exists; however, in order to take advantage of this basic locational factor, a complete highway network serving the intra-regional and inter-regional transportation requirements must be completed. The minimum system that is necessary to provide the needed service has been planned by the New York State Department of Transportation; and, as the Appalachian Regional Development Program progresses, it is essential that the proposed corridors be constructed as rapidly as possible.

During the spring of 1966, an analysis of construction costs of the corridor system for the other 11 Appalachian States was completed, and the resultant data disclosed a disturbing trend. Since the analysis indicates a rapid rise in the cost of developing the proposed highway network, it is imperative that the complete network be approved, funded and moved into the construction phase before it becomes economically impossible to complete the system as it is now planned.

The New York State Corridor Development Program

To accomplish its basic objectives, New York has proposed a network of 601 miles of development corridor highways. This proposal includes the construction of a major east-west corridor (The Southern Tier Expressway) to supply a much-needed transportation link to the Midwest, the Eastern Seaboard, and New England, and also a series of north-south development corridors to allow rapid movement of goods, services and labor to manufacturing centers, raw materials to processing and fabrication points, and finished products to market.

Under the Appalachian Regional Development Act, the Southern Tier Expressway, from Binghamton to the Chautauqua County line in the vicinity of Findley Lake, and a route south from Elmira toward Williamsport, (Pennsylvania), have been designated as Appalachian Development Corridor Highways and will receive Appalachian funding.

A transportation bond issue recently authorized by the voters of New York State will supply additional funds to accelerate the design and construction of most of the other highways needed to provide a complete highway transportation network for the Appalachian Region of New York State. The bond issue will provide approximately $606 million for the highway program in the State's 14 Appalachian counties.

A brief description of the proposed Appalachian highway development corridor network (as shown on the map on page 31) follows:

Corridor I--The Southern Tier Expressway

The Southern Tier Expressway from Binghamton to the New York State line in Chautauqua County has been approved as an Appalachian Development Corridor Highway and is designated by

APPALACHIAN EXPRESSWAYS

Appalachian Boundary

APPALACHIAN EXPRESSWAYS

- Completed or under construction
- Approved
- Recommended

OTHER MAJOR EXPRESSWAYS

- Completed or under construction
- Proposed

the Appalachian Commission as Corridor "T". This is the main east-west route through the Southern Tier of New York and will serve the Chautauqua Lake-Warren Growth Area as well as the Olean-Bradford, Wellsville, Hornell-Alfred, Cohocton River Valley-Hammondsport, Chemung River Valley, and the Binghamton-Owego-Susquehanna growth areas in addition to several primary service communities.

Corridor "T" connects with the New York State Thruway (Interstate 87) at Harriman, New York, in Orange County and Interstate 90 in the vicinity of Erie, Pa.

Corridor II--U. S. Route 219 Vicinity

This north-south corridor is located in the vicinity of U. S. Route 219 and State Route 16 and will connect to U. S. 219 coming north from Pennsylvania. Corridor II will serve as a north-south transportation link to the Buffalo Metropolitan Area and the Toronto (Canada) Metropolitan Area. It will also serve the Olean-Bradford and the Ashford Nuclear growth areas in Cattaraugus County.

Corridor III--U. S. Route 15

This corridor, in the vicinity of U. S. Route 15, will connect the northern Appalachian Region to the rapidly growing Rochester Metropolitan Area. The proposed highway is called the Genesee Valley Expressway and joins the Southern Tier Expressway in the vicinity of Avoca. It will connect many of the growth areas in the New York Appalachian Region to the City of Rochester and Interstate 90, just south of the city.

Corridor IV--State Route 13

Corridor IV follows the general alignment of U. S. Route 15 in Pennsylvania and swings into the Chemung River Growth Area to serve Elmira. The corridor has been approved from Williamsport (Pennsylvania) to Elmira. From this point, Corridor IV continues in a northeasterly direction through the City of Ithaca and joins Interstate 81 at Cortland. The corridor, which generally follows the alignment of State Route 13, will connect the growing Elmira-Corning area with the Syracuse Metropolitan Area via Ithaca and Cortland, two of the most rapidly growing cities in New York's Appalachian Region. It will serve the Chemung River Valley, the Watkins Glen-Montour Falls, and the Ithaca-Cortland growth areas.

Corridor V--State Route 7

Probably the most important corridor, in terms of connecting the northern states of Appalachia to a rich outside market, is the proposed corridor V which will follow the general alignment of State Route 7 from Binghamton to the Capital District of New York State. With the completion of this corridor, three states--Ohio, Pennsylvania and New York--would enjoy a direct controlled access route to downtown Boston and the markets of New England. This route is now open from Schenectady, New York, to Boston, and the Route 7 link would complete the network, putting the Southern Tier of New York State, Eastern Ohio and Northern Pennsylvania in close touch with New England markets and the Five-State Development Region being set up under Title V of the Economic Development Act.

The corridor also would serve the Binghamton-Owego-Susquehanna, the Hancock-Deposit, the Susquehanna Valley and the Cobleskill-Schoharie growth areas as well as other communities with growth potential in the eastern part of New York State's Appalachian Region.

Corridor VI--New York State Thruway to Southern Tier Expressway

Many different alignments are being studied for the development of Corridor VI. Main purpose of the highway will be to provide a much-needed link between the Southern Tier Expressway and the New York State Thruway (Interstate 90) in the vicinity of Utica, New York. This facility will serve the Binghamton-Chenango Valley areas.

Pennsylvania Proposals

If the proposed New York State corridors are to have maximum effect consistent with the purpose and intent of the Appalachian Highway Development Corridor Program, additional corridor mileage in Pennsylvania connecting with the New York System will be necessary. (See map on Page 37.) Two north-south routes in Pennsylvania, namely Route 219 in the western part of the State and Route 220, appear to be corridors that, if approved, would help to complete the system necessary to serve Northern Appalachia.

Occupational Education and Training

Comprehensive, professionally-directed studies have shown conclusively that throughout New York and particularly in the Appalachian Region of the State a need exists for improved educational facilities not only to equip the population with marketable skills, but to meet the future growth of the area.

Justifiably then, New York State believes that one of the most important programs to be undertaken by the Appalachian Regional Development Program is the construction of a network of occupational education centers to serve the 14 Appalachian counties of New York State as well as the adjacent areas in Pennsylvania (tuition contract areas) that border New York.

An occupational education program, to be effective, must be geared to the needs of the local and regional labor market and should also, because of the mobility of our society, give consideration to statewide and national needs. Occupational education, which includes training or retraining for employment in any field not normally requiring a baccalaureate or higher degree, is not limited to the commonly assumed vocational fields of trade, business and cooperative education but includes a wide range of semi-professional and technical occupations.

As the demand by business, industry and agriculture for skilled employees rises, occupational education becomes vital to the economic growth of an area and must be, therefore, an integral part of the total education program.

Such a program must be realistic; the educational system must develop courses based not only on the interests of the individual but on the current and projected manpower needs of the Region. For example, it is no longer feasible, even in a rural county of New York State's Appalachian Region, to gear the occupational education program primarily to agriculture. Studies have shown that increasing farm consolidation and mechanization have sharply reduced the need for agriculture workers.

An overall occupational program must provide effective pre-employment training for persons preparing to enter the labor market while concurrently offering retraining opportunities to update and upgrade workers who face changed conditions.

It appears logical that training or retraining should be provided at the age and grade level most appropriate to the individual. Since large numbers of youth will not go beyond high school, much of the occupational education must be at a level that can be presented effectively in a high school situation.

Area Studies

In order to determine the occupational education needs of its youth, the New York State Education Department initiated an occupational education study. The overall study consisted of 23 geographic studies which included all of New York State's Appalachian counties.

Study groups comprised of local educators, representatives of business, industry, labor, agriculture, the professions and government were created to guide the studies. In most instances, the services of professional consultants were utilized.

The geographic area studies were intended: (1) to determine the extent of need for additional occupational training in

New York State; (2) identify major occupational education programs in terms of present and projected needs of employers; (3) determine in-school student, out-of-school youth and parental interest in types of training and work situations; (4) measure the adequacy of present facilities; and (5) judge the extent of popular community support for an increased area and statewide program of occupational education.

Questionnaires were designed to obtain relevant data from in-school youths, former students, school dropouts, parents, educators and members of the business community. Employment trends and population data were analyzed utilizing reports and studies made by United States Census, New York State Division of Employment, the New York State Department of Commerce and the New York State Education Department. School information was obtained by utilizing the resources of school administrators, guidance counselors, and vocational teachers. Special surveys were made of agricultural employers. The results of these studies were instrumental in determining the number and location of occupational education centers required to serve the student population of New York's Appalachian Region. The nature of the occupational program to be offered was also developed as a result of the study.

In addition to the development guidelines resulting from the area studies, the following factors, some attitudinal in nature, were discovered:

a) Enrollments

Public school enrollments in grades 10-12 between 1962-63/1964-65 increased by 4.3 percent. The rates of increase gave strong indication that the current facilities would in a relatively short period of time be unable to cope with the occupational needs of the Region.

b) Student Interests

Students expressed a wide range of occupational interests. While the choice of courses varied from county to county, business education seemed to generate the greatest interest. The studies also showed student interest in major occupational categories, e.g. business education, personal service, health services, electrical industries, automotive industries, etc., plus many additional categories in which student interest was rated as "significant." Among these categories were interior decorating, small appliance repair, aviation mechanics, plumbing, air conditioning and heating. This area of the studies would indicate that if students' interests are to be taken into account, a marked expansion of occupational education courses on the high school level is needed.

c) Employment

The occupational education studies show beyond question that even in rural counties of New York State where agriculture is a major economic factor, the greatest employment opportunities and hence, required skills, are in the business, industrial, trades and service categories. For example, in Allegany, Chautauqua and Cattaraugus counties the predominant types of labor force categories were Trade and Industrial, Business and Distributive, Agriculture, Technologies and Health Services. Farm labor requirements are decreasing and in those remaining the need is for increased skills in the use and maintenance of modern farm machinery and technology.

The study for Broome, Chenango, Delaware, Otsego, and Eastern Tioga showed that by 1960 in these counties employment

had become predominantly industrial rather than agricultural. Most of the employment was in the goods producing industries such as manufacturing, construction and food processing, but away from farming. All indications point to a continuation of this trend. The person entering the work force without a skill faces a grim employment situation.

d) Employers' Views

Relatively few firms conduct formal training programs for their employees, although quite a few do provide some kind of training. The larger the organization the more likely it is to provide formal training for employees. However, there appears to be an increasing feeling in industry that this training should be by an agency of government (schools), rather than the responsibility of business or industry. Employers generally believe that youth must enter the work force with more education in specific occupational skills. While there was disagreement as to what subject fields the occupational-education program should cover, certain occupational skill categories were singled out as being particularly in demand by employers.

Based upon these studies, the New York State Education Department believes that "virtually all of the foreseeable occupational trends for the rest of the decade point to a continuing shift in the demand for labor. The direction of this demand is clearly for workers with more education, training and skill."

e) Labor's Views

In response to the survey, union officials indicated a strong belief in the need for improved occupational education. Labor feels, with justification, that the image of occupational or vocational education is in need of uplifting. It has been true that in many instances the occupational education program has been the unwanted stepchild of the educational system.

Labor believes that much greater emphasis must be placed on occupational counseling and guidance. Further, there is a definite need for broader curriculum and improved facilities with training on modern equipment which will reflect the skills required in the labor market.

AREA CENTER CONCEPT

An excellent summarization of the need for, and concept of, area occupational, vocational, and technical centers is provided in the New York State Education Department's summary of the multi-county area studies.*

1. A very definite need for the expansion of occupational education exists in New York State.

2. Nationwide and State trends indicate a continuing need for development of higher skill and technological knowledge among the work force.

3. Statements by employers and unions in the area studies certify that persons with vocational-technical skills needed in the work force are in short supply.

*NOTE: Education for Occupations, University of the State of New York/State Education Department, Bureau of Occupational Research, 1967.

4. Multiple area studies confirm that many present school programs are inadequate in providing needed salable skills.

5. Opinions by professional educators indicate that the educational system should be expanded to include, to a greater extent, occupationally-related knowledge and skills in high school.

6. There are indications of strong student interest in vocational-technical programs related to their employment goals and the trends of industry.

7. There is substantial agreement on the part of parents with their children's choice of courses and occupations. There is also definite expression of parents' interest in taking occupational courses.

A sharp increase in occupational training is called for in the years ahead, and with this expansion it is vital that program flexibility be a guiding principle. In this way, provision will be made both for the wide range of abilities and needs of students and trainees at the present time and allow for future needs as determined by the ever-changing economy.

To cope most effectively and economically with the demand for a vast increase in occupational education, the separate survey areas of this report recommend that area centers for occupational training be established in carefully defined regions to serve wide areas of large populations. These centers would have facilities for training in a large number of occupational constellations in trade, industrial, technical education, and possible advanced instructional programs in business, agriculture and distributive education. They would, in effect, serve to make the local high school "comprehensive" by installing shops and laboratories and maintaining occupational programs of great breadth and scope. All the interests and abilities of high school students would be utilized.

Since most school districts are not in a financial position to "comprehensiveize" their local high school programs, these area centers would serve this purpose and usually perform this function for a number of school districts. It should be noted that many of the studies did suggest that appropriate facilities in local high schools should be included in the operation of the area centers.

Area centers, as recommended by the various survey groups, are not intended to be full-day schools or complete high schools in themselves. As a general rule, students would attend their "home" schools for half of each school day and be transported to the area center for the other half for specialized instruction in an occupational field.

By bringing all the pupils interested in vocational education together in a central geographic location, it becomes economically feasible to provide an extensive program of trade and technical education.

Common determinants of what an area center should be, as suggested by the multi-county survey groups, include the following:

1. Locale of area centers should be determined by the size of school population, character of program offerings, distance, availability of sites and building, flexibility in planning alternate programs and upgrading

existing areas, interest of area populations, and staffing requirements.

2. Actual courses to be offered must be determined in consultation with State Education Department and Center Advisory Committees.

3. Ideas must be flexible and continually adapted to the changing nature of our dynamic society.

4. Programs to be most effective must include curriculums and courses to be taught on different levels.

5. Work-study programs should be an integral part of the area center.

6. Many new facilities, including buildings, laboratories and shops must be built.

7. Specialized courses should be conducted in the areas of agriculture, business, trade, industrial, and technical education.

8. All-day and evening centers should be open for out-of-school youth and adults.

9. Guidance specialists in occupational education should be made a part of the total school program.

From the overview provided by the multi-county studies of the occupational needs of the Region, the State Education Department recommended that a network of sixteen such occupational centers, strategically placed so as to serve all school districts in the area, should be established. Concurrence by school district supervisors, boards of cooperative educational services (BOCES), as well as the State Office of Planning Coordination as to the number and placement of the centers finalized the recommendation, and it was accepted as an important part of the Regional Development Program.

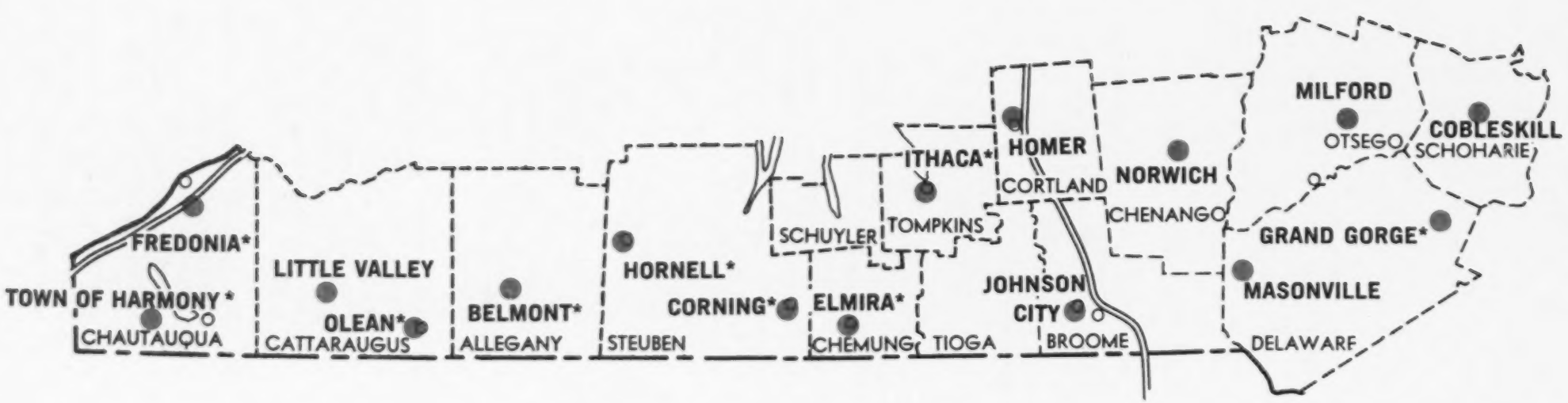
CURRICULUM DEVELOPMENT

Although occupational education programs in New York State have historically been oriented toward the agricultural occupations, a review of the statewide program provides factual evidence that this situation no longer exists, even in the essentially rural counties. For instance, in the 16 proposed occupational education centers, agricultural courses projected for the first year of operation will average slightly less than 25% of total courses offered. In marked contrast, trade and industrial courses will average just over 36% of the total offerings. By 1971, projected agricultural courses will have decreased to 16% of the total, while the trade and industrial will have increased to 45.5% of total. Enrollment figures fall into the same general range.

Although it does not appear obvious from the discussion, many of the courses which are listed under the agricultural occupation heading could just as legitimately be listed under a Business, Commercial, Service, or in some instances, even a Trade category. Ornamental Horticulture, Floriculture, Agricultural Business, Agricultural Sales, Floral Arrangement, Landscaping and Applied Science and Mechanics are examples of such courses. In effect then, the emphasis of the programs planned for New York State's Appalachian Region occupational education centers reflects the present trends towards increased farm consolidation and mechanization.

NEW YORK STATE
APPALACHIAN REGIONAL DEVELOPMENT PROGRAM

Proposed Area Occupational Centers



*Already Funded

While there are similarities between the programs offered or planned by the various centers, there are marked differences as well. The Health and Personal Services programs are or will be much the same throughout the Appalachian occupational education network. They will be comprised of practical nursing, nurses aide and cosmetology courses. Trade and industrial programs, while similar in many centers, will offer a wide range of automotive, building trades, electricity and machine shop courses such as planned by the Chenango Center. A greatly expanded program which includes offerings in engineering-related fields, drafting, aviation, hydraulics, electronics, commercial art, construction equipment operation and tractor-trailer operation will also be given. In general, the more urban the area the greater diversity in occupational education offerings available. This is a direct reflection of the economic realities of the different areas.

PERSONAL TRAINING PROGRAMS

No matter how well designed an occupational education center may be or how current its curriculum and planning program, the overall effectiveness will be largely determined by the capabilities of the administrative and instructional staff. Therefore, the educational preparation of professional personnel needed to staff the increasing number of new occupational education centers is of prime concern to the New York State Education Department.

Some of the recent measures taken to meet this need include the following programs outlined in the 1967 edition of the "New York State Annual Report for Vocational Education":

1) Extending the industrial teacher training program into four new centers in the State in order to provide the required professional preparation leading to certification. Such persons were previously determined to be qualified by bona fide trade, industrial/technical wage earning occupational experience. The industrial teacher training centers in the southern, central, northern, and northeastern tiers now make it feasible for candidates accepted into the program to take and complete their certification requirements throughout the year. The addition of these centers provides the flexibility needed throughout the State to take care of the burgeoning numbers of teachers who are needed in the trade, industrial/technical and service occupations.

2) Providing an expanded summer school program at State University College (Oswego), to permit candidates who are working toward provisional certification to complete these requirements in two to three years by combining professional work taken during regular semesters off campus and on campus summer school work.

3) Recommending the extension of certificates to teach shop subjects to the teaching of related trade and related technical subjects by strengthening teaching competencies in related mathematics, science, and drawing/art/design.

4) Refining and updating teacher training guides to provide close correlation between the professional courses offered and continuously evolving needs.

5) Initiating and conducting a research project in a statewide trade competency testing program for machine and automotive industries and cosmetology.

6) Conducting trade proficiency examinations to over 350 occupationally qualified candidates throughout the State to validate their trade competency before admission into the Industrial Teacher Training Program.

7) Conducting summer upgrading institutes developed cooperatively with industry for 290 trade, industrial, and technical teachers in 17 different occupational groupings.

8) Developing and conducting quality graduate level specialized courses and experiences for selected candidates leading to their certification for administrative/supervisory certificates in vocational education. This action assists in developing the growing needs for area directors of vocational educations, vocational curriculum coordinators, and human resource and vocational guidance coordinators.

9) Specializing the preparation of teachers for the newer Agriculture courses, i.e. Farm Production and Management, Agricultural Mechanization, Conservation, Ornamental Horticulture and Agricultural Business.

10) Offering intensive specialized four-day workshops at three agricultural and technical colleges to provide specific skills and knowledge needed by the occupational education teachers.

11) Participating activities of the Home Economics personnel focused upon assisting current and prospective teachers to work more effectively through current practices in teacher preparation programs, suggesting changes in teacher certification and determining ways to recruit teachers.

12) Sponsoring workshops for those who guide home economics occupational programs to enable them to establish home economics occupational courses.

13) Presenting orientation information to home economics college seniors and graduate students.

14) Providing district and/or area meetings on major topics of concern relating to learning experiences, meeting individual needs, consumer education, sex education and the humanities.

Planning and Administration

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THE NEW YORK STATE LOCAL DEVELOPMENT DISTRICT

To provide more adequate service at the local level while maximizing coordination of the Appalachian Development Program with continuing statewide planning and development operations, a special unit was established in the Office of Planning Coordination of the State Executive Department. This Office, created in 1966 from the Office of Regional Development and the Bureau of Planning, is the agency authorized by the legislature to coordinate all federal, state and local planning in New York. As a consequence, the Local Development District headquarters was placed in the OPC's Bureau of Planning Administration under the direct supervision of the Assistant Chief for Economic Development.

The 14-county Appalachian Region of New York State is a single Development District, divided into two subregions. In each subregion, the nearest OPC district offices (Syracuse and Buffalo) work with multi-county Advisory Councils of local citizens. These councils also constitute Regional Planning Boards for their respective multi-county areas.

To achieve this reorganization, the following proposal was submitted to and approved by the Appalachian Regional Commission:

I. Name of Applicant

New York State is the applicant for the funding of the proposed development district.

II. Identification of Area to be Served

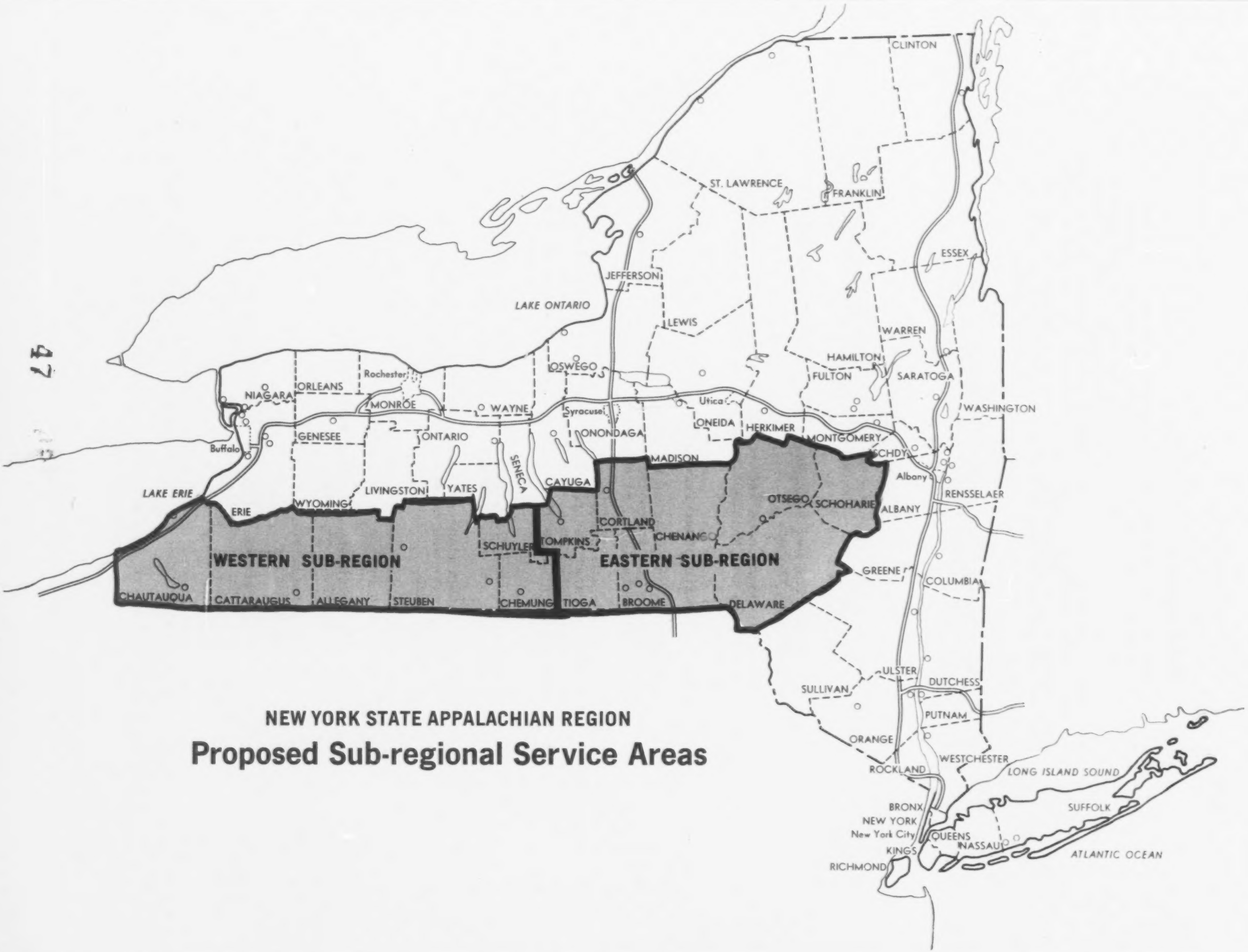
The 14-county Appalachian Region of New York State will be designated as a single Local Development District serving two multi-county sub-regions. The counties to be served and the 1960 population of each is listed below by proposed service area:

Western Sub-Region

County	1960 Population
Chautauqua	143,377
Cattaraugus	80,187
Allegany	43,978
Steuben	97,691
Schuyler	15,044
Chemung	98,706
TOTAL	480,983

Eastern Sub-Region

County	1960 Population
Tioga	37,802
Tompkins	66,164
Broome	212,661
Chenango	43,243
Cortland	41,113
Delaware	43,540
Otsego	51,942
Schoharie	22,616
TOTAL	519,081
GRAND TOTAL:	1,000,064



NEW YORK STATE APPALACHIAN REGION

Proposed Sub-regional Service Areas

III. Responsibilities and Objectives

The New York State Local Development District Office will be responsible for developing and executing a program of regional economic development as envisioned by the Appalachian Regional Commission and the United States Department of Commerce. The New York State Office of Planning Coordination is the State-level agency responsible for the administration of the programs called for by the Appalachian Regional Development Act of 1965 and the Public Works and Economic Development Act of 1965.

Goal:

Primary goal of the Appalachian Program in New York State is to create a healthy economic climate to stimulate a balanced program of development and encourage and attract private investment into the area.

Responsibilities:

1. Administer at the State level the Appalachian Regional Development Act of 1965 and the Public Works and Economic Development Act of 1965.

2. Coordinate the New York State program with adjacent Appalachian states.

3. Initiate, coordinate and stimulate economic development programs in the Appalachian Area and Economic Development Districts in the State.

4. Cooperate with other Federal agencies for total development.

5. Disseminate information on existing Federal and State aid programs to communities and development groups in the Appalachian Area of New York State.

6. Investigate and catalog existing research programs of a developmental nature either under way or completed in the Appalachian Area, and Economic Development Districts set up under Title IV of the Economic Development Act of 1965.

7. Support research projects of the Appalachian Regional Commission and the Economic Development Act.

8. Conduct independent research projects of a nature necessary to insure wise use of the area's natural and cultural resource base.

9. Conduct ad hoc research on specific problems of the Appalachian Region of New York State.

10. Maintain a library of information on the Appalachian Region of New York State.

11. Provide information to the Washington staffs of the ARC and EDA agencies.

12. Explain in detail the Appalachian Program to local groups interested in economic development (Local Development Corporations).

13. Seek out sources of Federal and State aid to develop projects not covered by the Appalachian Program and EDA.

14. Coordinate and stimulate Federal research programs in the region.

15. Provide a balanced program of economic development by stimulating all phases of investment both public and private.

16. Keep current status reports on projects and total investment figures resulting from the Appalachian Program.

17. Propose projects when necessary.

18. Work toward achieving an overall economic development philosophy for the area and operate within the framework established.

19. Keep communities informed on pending State and Federal projects outside of the Appalachian Program.

20. Investigate and prepare programs and project applications for submission to the Appalachian Regional Commission and the United States Department of Commerce (Economic Development Administration).

21. Prepare quarterly reports on the activities of the State office which will administer the Appalachian Regional Development Act of 1965.

22. Develop a long-range investment plan for the 14-county Appalachian Region of New York State.

23. Coordinate the activities of State agencies contributing to the development program.

24. Coordinate the Appalachian Program with local government.

25. Determine the percent of contributions by the Appalachian Regional Commission on projects and project priorities in keeping with ongoing State plans.

IV. Local Advisory Councils

As a means of incorporating local leadership into the planning and development programs that are emerging as a result of the Appalachian Regional Development Act, local multi-county advisory councils will be established.

Under the comprehensive state planning and development effort, multi-county regional planning boards are being established in New York State. To bring about a closely coordinated effort between the Appalachian Regional Development Program and the State regional planning process, the planning boards now being formed are being asked to also act as members of local multi-county Appalachian Advisory Councils. The resolution that follows has been forwarded to county boards of Supervisors in the Appalachian Region, and a series of meetings explaining the role of the Councils is now being conducted. The Southern Tier West Advisory Council will have boundaries which are co-terminous with those of the Southern Tier West Planning Region, while the Southern Tier East Advisory Council will be composed of members of the Southern Tier East Planning Board, plus representatives from Cortland and Schoharie counties which lie in other state planning regions.

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It is planned that at the outset, two such advisory groups would be established to service the 14-county Appalachian Region of the State. Proposed multi-county districts are:

Western	Eastern
Chautauqua	Tompkins
Cattaraugus	Cortland
Allegany	Tioga
Steuben	Broome
Chemung	Chenango
Schuyler	Otsego
	Delaware
	Schoharie

The multi-county advisory councils will contribute to the overall plan from the local level and will at the same time be apprised of State level regional development activities. It is hoped that this approach will bring about a coordinated program that will allow the region to develop in a manner that will reflect a wise and efficient management of the region's resources.

V. The State's Comprehensive Planning Program

As explained previously, the New York State Office for Regional Development and the Bureau of Planning of the New York State Department of Commerce were combined into a comprehensive planning unit. Located in the Executive Department of New York State Government, the new unit, known as the Office of Planning Coordination, is directed by Charles T. Lanigan.

General functions, powers and duties of office. (Article 19-K, Section 548, Executive Law of New York State) The Office of Planning Coordination, by and through the director or his duly authorized officers and employees, shall have the following functions, powers and duties:

1. To act as the state planning agency for state and interstate comprehensive planning, including research and coordination activity related thereto.

2. To encourage, facilitate and coordinate the development planning activities of the state agencies, and to coordinate such activities with activities of municipalities, the federal government and governments in other states.

3. To encourage and facilitate the development planning activities of municipalities.

4. To prepare, utilizing the development planning activities of the state, and in cooperation and consultation with municipalities, the federal government, governments in other states, the interested persons, groups and institutions, development plans for the various areas and regions of the state, and a comprehensive development plan for the state.

5. To act as the official state planning agency for all of the purposes of sections seven hundred one and seven hundred three of the federal housing act of nineteen hundred fifty-four, as heretofore and hereafter amended, except as otherwise provided in section forty of the Public Works law.

6. To act as agent for, or enter into contracts and otherwise cooperate with, the federal government

in connection with the authority referred to in paragraph five of this section, and as such agent to administer any grant or advance of funds for the assistance of any such activities to the state, or through the state to the governing bodies of municipalities or to planning agencies, complying with the provisions of such grants or advances.

7. To present any claim, other than claims required by law to be presented by the Superintendent of Public Works, to the federal government or any agency or official thereof with respect to the funds made available for the purposes specified in paragraphs five and six of this section.

8. To enter into a contract or contracts with any municipality in connection with the authority provided in paragraph five of this section for grants to be made to such municipality by the state, within amounts appropriated therefor, for planning projects approved by the director, which contracts shall provide that the approved cost of a planning project, over and above the amount which may be received from federal grants therefor, shall be borne one-half out of grants to be made by the state pursuant to such contracts and one-half out of local funds appropriated therefor by such municipality.

9. To undertake any studies, inquiries, surveys or analyses the director may deem appropriate for the performance of the functions, powers and duties of the office through the personnel of the office or consultants, or in cooperation with any public or private agencies.

10. To act as a central repository for federal, state, interstate, regional, metropolitan and municipal research studies, plans and project proposals, relating to the existing and future growth and development of the state.

11. To adopt, amend or rescind such rules, regulations, and orders as may be necessary or convenient to the performance of its functions, powers and duties under this article.

12. To enter into contracts with any person, firm, corporation or governmental agency, and to do all other things necessary or convenient to carry out the functions, powers and duties expressly set forth in this article.

13. To act as the official agent of the state for the purpose of administering, carrying out and otherwise cooperating with the federal government in connection with the provisions of the federal Appalachian regional development act of nineteen hundred sixty-five and any federal laws amendatory or supplemental to such act heretofore or hereafter enacted; to apply for, accept, and expend funds made available by the federal government pursuant to such federal acts and enter into any necessary contracts or compacts in connection therewith; and to take any further action which may be required under the terms of any such federal acts.

14. To act as the official agent of the state for the purpose of administering, carrying out and otherwise cooperating with the federal government in connection

with the provisions of the federal public works and economic development act of nineteen hundred sixty-five, and any federal laws amendatory or supplemental to such act heretofore or hereafter enacted; to apply for, accept, and expend funds made available by the federal government pursuant to such federal acts and enter into any necessary contracts or compacts in connection therewith; to review and approve overall economic development programs prepared under the provisions of such federal acts as to the qualifications of the area or district organization and the adequacy and reasonableness of such programs, and every political subdivision of the state, or private or public non-profit organization or association submitting an overall economic development program to the federal government must submit such overall economic development program for review to the Office of Planning Coordination; to act on behalf of the political subdivisions of the state in connection with making findings that projects for which financial assistance is sought under the provisions of such federal acts are consistent with an overall program for the economic development of the area; and to take any further action which may be required under the terms of any such federal acts, including but not limited to delineating economic development districts and economic development regions and providing for the administration of such districts and regions in any manner deemed appropriate by the office.

THE PLANNING PROCESS

Many organizations and agencies - public and private have plans, programs and projections for various parts of Appalachian New York. It is essential that all relevant information be drawn from these sources if the development plan for the entire Region is to have maximum effect on the economic life of the 14-county area.

Since planning is essentially a long-range proposition based upon the gathering of mass data and comprehensive analysis thereof and since, under the Appalachian Regional Development Act of 1965 investment will be possible only until 1971, it is necessary to formulate an interim plan and establish guidelines for a pattern of short-range development that will become an integral part of a long-range regional program.

A Study of the Resources in the New York State Appalachian Region

Also, in order to coordinate the long-range planning and investment aspects of the regional development program, the New York State Office of Planning Coordination will supervise the preparation of a comprehensive master plan of development for the 14 Appalachian counties of New York State. This program will be conducted by a group of selected university departments and private consultants and will be financed in part by a grant from the United States Department of Housing and Urban Development.

Objective:

The objective of these studies is to provide the basis for policy recommendations as well as project proposals under the Appalachian Regional Development Act of 1965, and will be coordinated with the State's Comprehensive Development Program, and Federal and local planning programs for the Region.

Recommendations of the resources study will be made for the years 1972 and 1985. The year 1972 was chosen because it is the year following the expiration of the Appalachian Regional Development Act, while the year 1985 represents a period of twenty years from the enactment of the Appalachian Act.

Data and recommendations should be available for incorporation into the yearly Appalachian development plan beginning in Fiscal Year 1969. The study should enable the State to set up priorities within the available Appalachian funds, which are consistent with the State investment program for the Region.

The State of New York has already completed one study, "A Report of the Identification of Areas of Potential Growth in the Appalachian Region of New York State and a General Development Philosophy for the Region," which identifies areas of potential growth and provides a general development program for the Region. The resources study will be another step toward providing the specifics upon which to prepare long-range plans.

Coordination

Development planning is done by a variety of participants under numerous State and local programs and Federal grant-in-aid programs. New York State is cognizant, however, of the necessity of close coordination of the various elements of development planning within the framework of a geographically and functionally comprehensive plan.

The Office of Planning Coordination has been established to "encourage, facilitate, and coordinate the development of planning activities of the State agencies, and to coordinate such activities with the activities of municipalities, the Federal government and governments in other States." The Office has also been directed to prepare:

> "Development plans for the various areas and regions of the State, and a comprehensive development plan for the state."

Pursuant to the legislative directive, the Office of Planning Coordination and its Special Programs Unit have devised mechanisms to assure close coordination between the New York Appalachian program and the State Planning program. This coordination is facilitated by the fact that the Director of the Office of Planning Coordination is also the State's Representative to the Appalachian Regional Commission and the person responsible for New York's Appalachian program.

Coordination will also be established between the New York Appalachian Planning Program and related out-of-state planning and development activities. Primary among these are: The Appalachian Regional Commission's own planning program; planning activities of the State of Pennsylvania; local government planning programs within the Appalachian Region; both private and public development plans and activities; and both direct Federal expenditures, and Federal grant-in-aid programs within the Region.

A "program development review team" will be responsible for formulating a development strategy for the Region consistent with the State's comprehensive development plan. The Special Programs Unit of the Office of Planning Coordination will administer the provisions of the Appalachian Regional Development Act within the framework of the development strategy.

Several mechanisms have been established to assure coordination:

1) The Planning/Programming/Budgeting process conducted jointly by the Division of the Budget and OPC. The review team will be provided with specific information of regional significance including agency plans, programs, and capital expenditures within the region, and estimates of future programs and expenditures.

2) In similar fashion, as the Bureau of Comprehensive Planning and the District offices of OPC begin to develop their comprehensive planning programs in the Southern Tier Planning regions, input to the review team's efforts will be provided through such studies as demographic and economic base analyses and projections for the regions, county base mapping and liaison with the local planning process. Such liaison between regional, state-wide functional and Appalachian Commission development planning will eliminate duplication of studies and data gathering.

3) Goals and policy framework for functional areas will be prepared for the entire state. These will be transmitted to the review team to determine their applicability to the program.

4) A similar exchange of regional planning goals and objectives and Appalachian development goals and policies will be effected through the regional planning process.

The State Development Plan for Appalachia will be integrated with the functional development plans for all of New York State so that state expenditures in Appalachia will be consistent with the overall plan. OPC and the Division of the Budget will work to ensure that State agency plans are in accord with a statewide and regional development strategy.

Coordination has been established with the State of Pennsylvania's Appalachian and State planning programs. Information and plans for adjacent areas are being exchanged.

The review team will work closely with local governments and with the private sector to ensure the formulation of complementary plans and programs. Local Appalachian Advisory Councils will be established to examine sectional problems in the Appalachian ecomony, to advise the review team on development possibilities in their regions, on private sector needs in Appalachia, and to assist, where possible, in coordinating governmental and private investment in the Region. The Councils will in most cases be identical with the Regional Planning and Development Boards established by the counties comprising the Regions.

The resources study will be coordinated with the research studies being carried out by the Appalachian Regional Commission, and the special research studies being carried out by Federal agencies and private consultants for the Commission. Close coordination has been established between the review team and the staff of the Appalachian Regional Commission which will assure a full interchange of data and recommendations which have an Appalachia-wide importance.

The Army Corps of Engineers is undertaking an "Appalachian Water Resources Survey" and close liaison has been established with the New York State Department of Conservation, Division of Water Resources, the responsible agency for coordination of this survey in New York State.

The methodology, content, and product of the resources study will be supervised and coordinated by the Office of Planning Coordination to assure that the material developed by the various resource consultants will be integrated with other parts of the overall resources study. The Office of Planning Coordination will be responsible for the final policies and recommendations made by the resources study.

Areas of Potential Economic Growth in the Region

Growth Areas

Future economic growth and development is most likely to be focused in and around certain urban areas possessing a concentration of people, capital, and services. These areas generally possess the potentials necessary for economic growth and development. These include:

a) a potential labor pool requiring additional occupational education and local employment opportunity
b) a core of basic service industries to serve as a foundation for future growth
c) established distribution channels
d) a basic transportation system
e) land suitable for urban development
f) a diversified industrial base.

This report identifies a number of urban complexes in New York's Appalachian Region which will be referred to as growth areas. The growth areas delineated accounted for approximately 80% of the total regional population in 1960, and experienced a growth rate of 10.7% for the previous decade. In contrast, the remainder of the Appalachian Region of New York State showed only 3% increase. These growth areas will include one or more urban places along with surrounding or adjacent non-urban territory with a direct economic relationship to the central urban place, and in no way limited by political boundaries. Also, the shape of growth areas will not generally be regular, but rather tend to follow river valleys and highways of the Region. These areas have been historically the urban centers of the Region, and will continue to provide the greatest potential for future development.

Each growth area has a roughly defined contributory hinterland with a strong economic relationship to the center. For example, a number of residents of the hinterland may commute to work or shop in the growth center. The hinterland may serve as a watershed, timbershed, laborshed or milkshed for the growth area, and also provide the basis for leisure-time activities.

Primary Service Communities

During the two-year period that the New York State staff has been working on the development program authorized by the Appalachian Regional Development Act, extensive field work and increased familiarity with the economic base of the 14 counties eligible for aid has led to a better understanding of the problems and potentials of the area. It has been found that in addition to the growth areas designated in the first report, there are individual communities serving a smaller and yet equally important role in the development of the Region's economy.

Each should be developed as center of economic activity in order to provide services in parts of the Region not as yet on main streams of traffic. These will be called Primary Service Communities. Of the 122 incorporated villages and innumerable unincorporated areas of the Appalachian Region of New York State, 11 communities exhibited some unique developmental characteristics which qualify them for designation as primary service communities.

These characteristics are such that public investments in the selected communities will have economic impact far beyond the boundaries. In the description of each primary

service community, the characteristics which qualify it will be defined. These urban areas generally have a population of over 1,000 each and have a potential for moderate growth due to their location and the services they provide. Topography may have been a limiting factor; however, despite this as well as other limitations, these service communities possess a potential for some degree of growth and the appropriate investment of Appalachian funds can help to realize this potential.

There are also communities throughout the 14 counties, which because of their rural nature, present an attractive site for the development of a variety of light industry. An attempt will be made in this report to identify recent investment in these areas which are located off the main stream of economic activity and yet, for one reason or another, present an attractive location for investment.

Appalachian projects for Fiscal Years 1966 and 1967 in the 14-county Region have resulted in the construction of a variety of basic developmental projects aimed at providing the growth areas with public works and educational facilities which will contribute to the infrastructure of the communities in a manner conducive to future growth and development.

It should also be remembered that in identifying the areas of the Region which have potential for future development, population and other growth projections are based upon historical trends and, therefore, are subject to disruption by the impact of regional development programs, advanced transportation systems, new programs in education and other innovations in the area. The inter-relationship of all these forces tends to create a "multiplier effect."

Thus, if through the acquisition of basic facilities individual growth areas achieve economic development, the Region as a whole will acquire a prosperity that will, in turn, aid even those communities not included in the centers of economic expansion.

New York State Appalachian Region

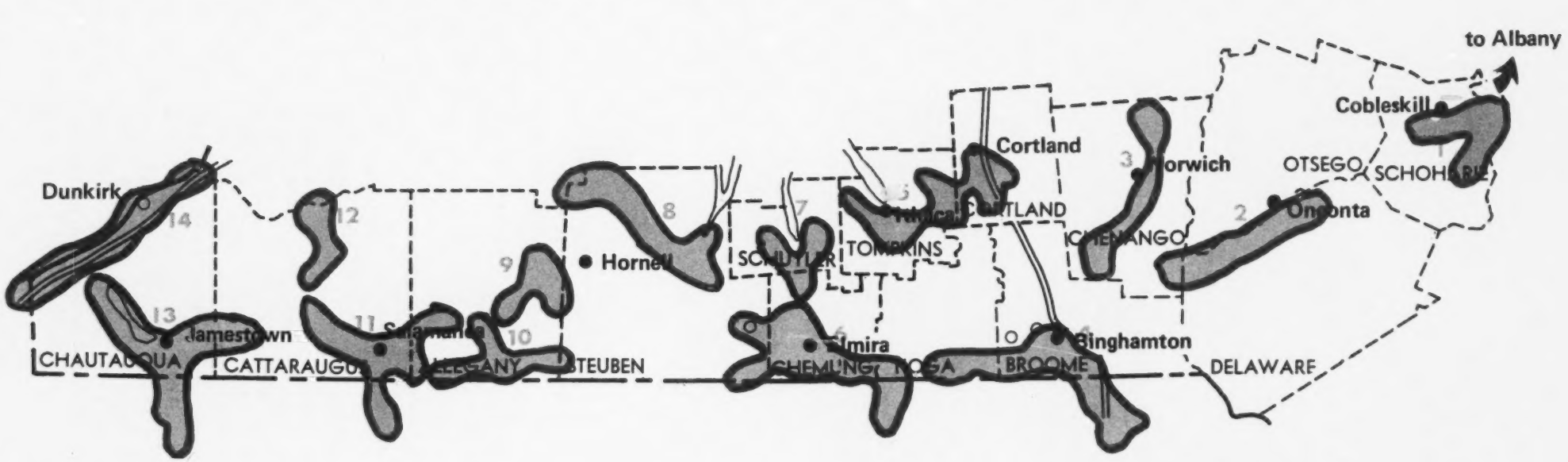
SUMMARY OF GROWTH AREA POPULATION
1950-1960

Growth Areas	Population		Percent
	1950	1960	
ALL GROWTH AREAS	797,984	877,135	+ 9.9
Ashford Nuclear	10,124	11,922	+17.8
Binghamton-Owego	192,680	224,627	+16.6
Chautauqua Lake-Warren	100,116	105,245	+ 5.1
Chemung River Valley	136,235	152,539	+12.0
Chenango Valley	23,969	26,910	+12.3
Cobleskill-Schoharie	11,674	12,210	+ 4.6
Cohocton-Hammondsport	28,296	31,013	+ 9.6
Dunkirk-Lake Erie	47,936	52,996	+10.6
Hornell-Alfred	25,722	26,075	+ 1.4
Ithaca-Cortland	82,932	92,579	+11.6
Olean-Bradford	80,004	80,198	+ 0.2
Susquehanna Valley	32,952	35,669	+ 8.2
Watkins Glen-Montour Falls	8,628	9,113	+ 5.6
Wellsville	16,716	16,039	- 4.1

NEW YORK STATE APPALACHIAN REGION

Growth Areas

JANUARY 1968



GROWTH AREAS:

1. Cobleskill-Schoharie
2. Susquehanna Valley
3. Chenango Valley
4. Binghamton-Owego-Susquehanna
5. Ithaca-Cortland
6. Chemung River Valley
7. Watkins Glen-Montour Falls
8. Cohocton Valley
9. Hornell-Alfred
10. Wellsville
11. Olean-Bradford
12. Ashford Nuclear
13. Chautauqua Lake-Warren
14. Dunkirk-Lake Erie

THE COBLESKILL-SCHOHARIE GROWTH AREA

The Cobleskill-Schoharie Growth Area lies in the east central portion of New York State, between the Capital District to the northeast and the Susquehanna Valley Growth Area to the southwest. It is made up of four villages--Cobleskill, Middleburg, Richmondville and Schoharie-and their surrounding towns in the northern half of Schoharie County. One major highway passes through the growth center. New York State Route 7, a development corridor in the State's Appalachian Development Highway Program, runs from New England through the Capital District and the villages of Cobleskill and Richmondville to Binghamton where it connects with the Southern Tier Expressway (Corridor T).

A number of factors combine to give the Cobleskill-Schoharie Growth Area an excellent potential for future economic growth. Among these are the planned improvement of its main highway (Route 7) into a development corridor, nearby recreational facilities, its proximity to the Capital District, the availability of many desirable industrial sites, an active local development group, and the educational advantage of the State University of New York at Cobleskill.

THE SUSQUEHANNA VALLEY GROWTH AREA AND PRIMARY SERVICE COMMUNITIES

This growth area runs along the Susquehanna River Valley in Otsego and Delaware counties and cuts across the southeasterly corner of Chenango County. The three major urban places in this growth center are the city of Oneonta, the Village of Sidney, and the Village of Bainbridge. It also includes parts of six towns in three counties.

The Susquehanna Valley Growth Area has excellent potentials for future development. Its strategic location, an abundant water supply, a growing and diversified industrial base, thriving retail and service businesses, and expanding institutions of higher education are all important advantages. In addition, there are abundant opportunities for recreation in the nearby hinterland, the proposed Route 7 Development Highway as well as the many desirable industrial sites in the growth area and in or near its primary service communities. The Susquehanna River can supply large quantities of water for industrial use provided a proper anti-pollution program is continued.

THE CHENANGO VALLEY GROWTH AREA

This growth area roughly follows the Chenango River valley in Chenango County. Major urban places in this growth center are the City of Norwich and the Village of Greene. It also includes parts of six towns in the county. Almost equidistant from two large metropolitan areas -- Binghamton to the southwest and Utica-Rome to the north -- this growth area is within easy driving distance of the Albany-Schenectady-Troy and the Syracuse metropolitan areas.

Future expansion of the Chenango Valley Growth Area is indicated by its strategic location, an expanding and diversified industrial base, thriving retail and service business, ample industrial sites, and an abundant water supply.

THE BINGHAMTON-OWEGO-SUSQUEHANNA GROWTH AREA AND PRIMARY SERVICE COMMUNITIES

The Binghamton-Owego-Susquehanna Growth Area includes the City of Binghamton and parts of seven surrounding towns in Broome County, part of the Town of Owego in Tioga County and part of Susquehanna County, Pennsylvania, and generally comprises the nucleus of economic activity for the Binghamton Standard Metropolitan Statistical Area. The growth area's most important topographic feature, the Susquehanna River, flows in a northerly direction from Pennsylvania to Binghamton where it meets the Chenango River, turns westward and flows through Owego.

Many factors combine to give the Binghamton-Owego-Susquehanna Growth Area encouraging potential for future expansion. Most important of these factors are a large urban population, a highly-developed and expanding industry, thriving commercial activity, excellent distribution channels and transportation facilities.

THE ITHACA-CORTLAND GROWTH AREA AND PRIMARY SERVICE COMMUNITIES

The Ithaca-Cortland Growth Area includes the cities of Ithaca and Cortland and parts of seven towns. The two cities themselves are nuclei of manufacturing, commercial and educational activity. Between them are "bedroom" communities and associated commercial development. The primary service communities of Marathon and Whitney Point lie along Interstate Highway 81, under construction across New York State from Pennsylvania to the Canadian border.

Major factors providing a potential for development in the Ithaca-Cortland Growth Area include its strategic location between Binghamton, Elmira and Syracuse, its institutions of higher education, its favorable industrial base and its present and future transportation system. Desirable industrial sites are available in the growth area and there is apparently much local initiative in planning and development work.

THE CHEMUNG RIVER VALLEY GROWTH AREA

The Chemung River Valley Growth Area includes the cities of Elmira and Corning, New York; Athens and Sayre, Pennsylvania; and parts of ten towns in the Chemung River Valley, including the Village of Waverly. The Susquehanna River crosses the New York-Pennsylvania border near the periphery of the growth area, about five miles east of Waverly, and meets the Chemung River at Athens. A third important river, the Canisteo, flows into the Chemung, near Corning.

Several factors combine to give the Chemung River Valley Growth Area an excellent potential for future economic development. A large urban population, a developed and expanding industrial base, vigorous commercial activity, a good transportation system and hinterland recreational opportunities are factors contributing to the growth area's economic life. The area also has available industrial sites and a number of active local development groups, one of the most vigorous of which operates in the Waverly-Sayre-Athens area.

THE WATKINS GLEN-MONTOUR FALLS GROWTH AREA

The Watkins Glen-Montour Falls Growth Area is located at the southern tip of Seneca Lake and includes the Village of Watkins Glen and parts of the towns of Dix, Reading, Catherine and Montour, all in Schuyler County. The growth area is also part of the hinterland of the Chemung River Valley Growth Area.

The existence of salt deposits in the area and the location of two major salt refiners in Watkins Glen provide the growth area with excellent potential for the location of chemical manufacturing plants.

THE COHOCTON RIVER VALLEY-HAMMONDSPORT GROWTH AREA

The Cohocton River Valley-Hammondsport Growth Area extends along Route 15 and the Cohocton River from Wayland to Bath. It also includes the Village of Hammondsport on the southern tip of Keuka Lake, eight miles northeast of Bath. Route 15 and the Genesee Expressway, a proposed development corridor highway in the State's Appalachian Highway Plan, run the length of the growth area and connect Corning and Elmira to the southeast. Several State highways intersect Route 15 and provide fairly direct access to other nearby urban centers.

The major factors in this secondary growth area's potential are its diversified industries and the planned improvements in its highway transportation system. Several existing and potential industrial sites in the growth area provide space for future development. One other important factor which seems to hold future expansion possibilities is the wine industry in the area.

THE HORNELL-ALFRED GROWTH AREA

The Hornell-Alfred Growth Area is located in the upper valley of the Canisteo River. It includes the City of Hornell, the villages of Canisteo and Alfred and parts of the towns of Hornellsville, Canisteo, Almond and Alfred in Steuben and Allegany counties.

The development potential of the Hornell-Alfred Growth Area rests primarily in the institutions of higher education at Alfred, plans for the rerouting of the Southern Tier Expressway through the growth area and a widening industrial base. Improved industrial sites further enhance the area's potential for development as soon as new infrastructural facilities provide the area with an economic base capable of justifying additional private investment.

THE WELLSVILLE GROWTH AREA

The Wellsville Growth Area includes the village and most of the town of Wellsville and parts of five other towns. The growth area extends east to west along Route 17 from Andover, through Wellsville, to Bolivar and north from Wellsville, along the upper Genesee River, to Belmont.

The basis for this growth area's development potential lies in the improved transportation facilities which will result from the new Southern Tier Expressway (Corridor "T") and several improved and potential industrial sites. Development of timber resources in the vicinity of Wellsville could also broaden and expand the growth area's industrial base.

THE OLEAN-BRADFORD GROWTH AREA

The Olean-Bradford Growth Area includes the cities of Olean and Salamanca and parts of eight adjacent towns in New York and the City of Bradford and parts of two townships in Pennsylvania. Part of the growth area is made up of the valley of the Allegheny River from Portville through Olean to Salamanca and then northwesterly through Little Valley to Cattaraugus. Another part follows the Oil Creek from Cuba to Olean where it flows into the Allegheny. The remaining portion dips down into Pennsylvania to Bradford along the course of the Tunungwant Creek, another tributary of the Allegheny.

Three factors stand out among those underlying this area's growth potential--a highly developed and expanding industrial base, an improved highway transportation system, and existing outdoor recreational facilities in the hinterland which will not only serve growth center residents, but will also attract tourists. Many industrial locations in the growth area offer rail and utility service.

THE ASHFORD NUCLEAR GROWTH AREA AND PRIMARY SERVICE COMMUNITIES

The Ashford Nuclear Growth Area is one of the least developed of the growth centers, but the establishment recently in the Town of Ashford of the Western New York Nuclear Service Center should provide a tremendous stimulus for future economic development.

The growth area and its primary service communities cover an area along Route 219 from Ellicottville north to Springville in Erie County just across the Cattaraugus Creek. It includes parts of the towns of Ellicottville and Ashford in Cattaraugus County and the Village of Springville and some adjacent area in the Town of Concord in Erie County.

THE CHAUTAUQUA LAKE-WARREN GROWTH AREA

The Chautauqua Lake-Warren Growth Area extends from the northern tip of Chautauqua Lake, near Mayville, southeasterly to Jamestown and Randolph, and then south along Route 62 and the Conewango Creek to Warren, Pennsylvania, where the Conewango flows into the Allegheny River. The growth area includes the City of Jamestown and parts of seven adjoining towns in Chautauqua County, one in Cattaraugus County and the borough of Warren and parts of three townships in Warren County, Pennsylvania.

Potential economic expansion in the Chautauqua Lake-Warren Growth Area is assured by its large urban population, strong diversified industries, improving transportation facilities, and a variety of hinterland recreational opportunities. Ideal sites for industrial development, with utility and rail service, are available in the area.

THE DUNKIRK-LAKE ERIE GROWTH AREA

The Dunkirk-Lake Erie Growth Area extends along the shore of Lake Erie from Silver Creek to Ripley. It includes the city of Dunkirk and parts of seven towns.

Several factors combine to enhance the economic potential of the Dunkirk-Lake Erie Growth Area. These include its strategic location, a diversified industrial base, excellent transportation facilities and ample recreation opportunities. In addition, there are many improved and potential industrial sites and an ample supply of industrial water is available from Lake Erie. An urban renewal project currently in the planning stage in Dunkirk should improve that city's development potential.

Summary of New York State Appalachian Projects

NEW YORK STATE APPALACHIAN PROGRAM

1965-68 Summary

During the three years that New York State has participated in the Appalachian Regional Development Program, a variety of projects to improve the competitive economic position of the Southern Tier of New York State has received assistance. As of October 1968, a wide range of projects of a developmental nature has been funded, and an Appalachian investment of approximately $53 million has aided in the generation of an estimated $139 million in additional public investments.

While most of the projects were necessarily of a quick-start nature, those selected for submission to the Commission conformed to the basic development plan, with emphasis on occupational education and sewage treatment facilities.

Thus, 12 occupational centers were approved as well as two community college facilities, and three library systems, including a bookmobile. Ten sewage treatment or sewer systems were also approved. Highway development projects included seven sections of Corridor "T", the Southern Tier Expressway, three airport expansions and one access road to an industrial plant. Six counties received approval for land treatment and conservation programs. Four hospital projects and a Health Science feasibility study in the Region were funded. In mid 1968, the first low cost housing assistance planning loan under the 1967 amendment to the Appalachian Act was approved.

A tabular listing of these projects by county appears on the following pages. The projects were located for the most part within the growth areas -- areas that were identified by the Commission as having "significant potential for future growth."

New York State Appalachian Region

APPROVED NEW YORK STATE PROJECTS

Location	Project	Appalachian Funds $	Total Estimated Cost $
New York State		53,859,232	138,962,046
Appalachian Region			
Allegany County			
Belmont (Village)	Sewage Treatment Facilities and Sewer Lines	101,270	427,300
	New Area Occupational Education Center	300,000	1,190,700
Friendship (Village)	Sewage Treatment Facilities and Sewer Lines	82,802	923,800
Wellsville (Village)	Jones Memorial Hospital Addition	300,000	1,514,880
Countywide Land Treatment Program		149,690	187,112
Broome County			
Binghamton, State University of N. Y. at	Health Sciences Center Feasibility Study	15,155	37,855
Metro Interfaith Services of Binghamton	Planning Assistance for Low Rent Housing	22,560 (loan)	28,200
Endicott (Village)	New Johnson Memorial Library	188,550	450,000
Kirkwood (Town)	Local Access Road for Industrial Park	247,819	1,082,025
Broome County Line to Johnson City	Southern Tier Expressway (Appalachian Corridor T)	9,242,889	13,204,127

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Location	Project	Appalachian Funds $	Total Estimated Cost $
Cattaraugus County			
Gowanda (Village)	Tri-County Memorial Hospital Addition	150,000	1,215,435
Ellicottville (Village)	Northern Area Occupational Education Center	463,872	1,841,185
Olean (City)	Area Occupational Education Center (Phase I)	245,000	415,666
	Area Occupational Education Center (Phase II)	429,552	1,942,000
Salamanca (City)	Sewer System	237,342	2,351,000
Land Treatment Program	Fiscal Years 1965-7	154,950	193,687
Land Treatment Program	Revised Program Fiscal 1967-8	124,650	124,650
Randolph to Steamburg	Southern Tier Expressway (Appalachian Corridor T)	5,905,000	12,434,000
Steamburg to Salamanca	Southern Tier Expressway (Appalachian Corridor T)	1,970,000	4,723,000
Chautauqua County			
Dunkirk (City)	Airport Expansion	19,586	130,576
Fredonia (Village)	New Northern Chautauqua Area Occupational Education Center	524,000	1,300,500
Jamestown (City)	Chautauqua-Cattaraugus Library System - Prendergast Library Addition	153,714	366,860
	Library System Bookmobile	15,250	50,000
	Community College Classroom and Laboratory Facilities	300,000	2,751,150

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Harmony (Town of)	New Southern Chautauqua Area Occupational Education Center	224,580	1,781,500
Silver Creek (Village)	Sewage Treatment Facilities and Sewer Lines	300,000	1,543,600
Countywide Land Treatment Program		168,360	210,450
Chemung County			
Elmira (City)	New Area Occupational Education Center		833,333
Lowman to Waverly	Southern Tier Expressway (Appalachian Corridor T)		11,037,000
Chenango County			
Bainbridge (Village)	Sewage Treatment Facilities and Sewer Lines	288,820	489,068
Greene (Village)	Sewage Treatment Facilities and Sewer Lines	98,529	395,700
Countywide Land Treatment Program		125,750	157,187
Cortland County			
Cortlandville (Town)	New County Airport	92,234	307,448
Homer (Village)	New Area Occupational Education Center	361,494	1,831,900
Delaware County			
Grand Gorge (Village)	New Area Occupational Education Center	212,800	950,000
Margaretville (Village)	New Margaretville Hospital	300,000	1,367,000
Countywide Land Treatment		153,360	191,700
Stamford (Village)	Sewage Treatment and Sewer Lines	150,000	940,000

Location	Project	Appalachian Funds $	Total Estimated Cost $
Otsego County			
Cooperstown (Village)	Sewage Treatment Facilities and Sewer Lines	131,016	665,000
Oneonta (City)	New Airport and Lighting System	32,160	305,165
Countywide Land Treatment Program		133,890	107,236
Steuben County			
Corning (City)	New Area Occupational Education Center	412,300	700,000
	Sewage Treatment Facilities	425,939	968,000
Hornell (City)	New Area Occupational Education Center	245,000	416,666
	Improvements to Sewer System and Treatment Plant	726,750	2,422,500
	St. James Mercy Hospital Addition	550,000	2,500,500
Hornellsville to Howard	Southern Tier Expressway (Appalachian Corridor T)	6,252,000	20,975,000
Tioga County			
Nichols to Owego	Southern Tier Expressway (Appalachian Corridor T)	5,432,667	10,865,334
Tompkins County			
Ithaca (City)	New Area Occupational Education Center	317,066	1,811,170
Dryden (Village)	Sewage Treatment Facilities and Sewer Lines	174,420	581,400